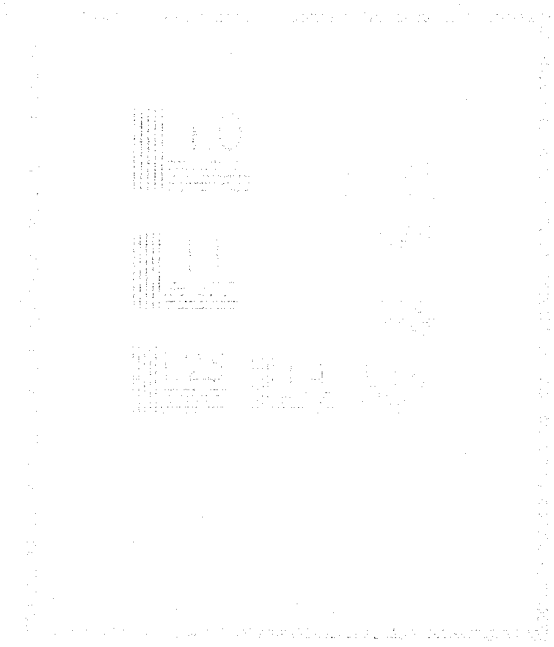


NCJRS

Community Corrections Act of 1968
The Community Corrections Act of 1968 was
enacted to provide a framework for the
development of community corrections
programs. The Act was designed to
provide a national model for the
development of community corrections
programs.



The following information is based on data
collected from the Community Corrections
Act of 1968.

States which have adopted the Act are
listed in the following table. The states
listed in the table do not represent the entire
population of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

8/13/77
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IMPACT OF THE
COMMUNITY CORRECTIONS ACT
ON SENTENCING PATTERNS

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MINNESOTA DEPARTMENT OF CORRECTIONS
JANUARY 1977

Impact of the
Community Corrections Act
on Sentencing Patterns

Minnesota Department of Corrections
Research and Information Systems
Community Corrections Impact Study

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SUMMARY

The 1973 Minnesota Community Corrections Act is intended to address the concerns of increased institutional costs at the state level, limited local correctional services, overlapping correctional jurisdictions, and a lack of uniform standards for delivering correctional services.

The CCA addresses these problems by providing a financial disincentive for committing certain categories of offenders to state institutions by providing a state subsidy to participating county areas, by demanding that a local corrections advisory board be established to develop a comprehensive plan, and by demanding that the Department of Corrections develop standards for the delivery of correctional services.

The purpose of the Systems Rate Study is to assess the impact of the Community Corrections Act on sentencing patterns in district and juvenile courts among participating county areas. A multiple time series design was used to assess this impact. This quasi-experimental design calls for comparing sentencing patterns before and after the CCA was implemented in the participating county areas and in a set of non-participating control counties.

An analysis of district court dispositions, collected by Impact Study staff, and juvenile court dispositions, reported by county level officials, is presented. The following inferences can be made from that analysis.

First, among counties participating in the Community Corrections Act, the proportion of adult district court dispositions involving local sentencing alternatives has increased since the CCA was implemented. The reciprocal proportion of dispositions involving commitment to a state institution has decreased. Similar changes did not occur among the non-participating control counties.

Second, the community sentencing alternative in which there has been the greatest increase is probation with local incarceration. The trend towards greater use of this sentencing alternative is present in both participating and control counties but is much stronger in the participating county areas.

Third, the proportion of district court dispositions involving local incarceration has increased in both the participating and the control counties. However, the increase has been greater among counties participating in the CCA. The greatest increase has occurred in participating non-metro county areas.

Fourth, the volume of district court dispositions has increased in nearly all of the counties in which data is collected.

Fifth, among participating counties juvenile commitments to state institutions as a proportion of juvenile dispositions has decreased sharply. The decrease in control counties has not been nearly as sharp.

Introduction

In 1973 Minnesota enacted the Community Corrections Act. The CCA allows the Commissioner of Corrections to make subsidy grants to a county (or counties) electing to provide community based correctional services. The legislation states that such services may include, but are not limited to, prevention services, diversion programs, probation and parole services, community corrections centers, and facilities for the detention or confinement, care and treatment of persons convicted of crime or adjudicated delinquent.¹ The Community Corrections Act is voluntary in that counties choose whether they want to participate.

The Community Corrections Act (CCA) is a unique piece of social policy. While subsidy programs are not new, no other state has enacted legislation as encompassing as the Minnesota program although several states are currently considering adapting the Minnesota Community Corrections Act to their particular correctional needs and objectives. The uniqueness of the Community Corrections Act and the fact that it involved fairly large sums of state monies prompted the Minnesota Department of Corrections to establish the Community Corrections Impact Study. This research project was established with the assistance of a grant from the Governor's Commission on Crime Prevention and Control and is functionally distinct from the Department of Corrections Research Division. The primary purpose of the Impact Study is to provide reliable empirical data and rigorous analysis on the impact of selected features of the Community Corrections Act. Another goal of the Impact Study is to document the Minnesota community corrections experience in order to maximize the learning which may result from this unique enterprise. A third goal is to establish a process whereby research and evaluation regarding the Community Corrections Act is integrated into the policy-making processes of the legislature, the Department of Corrections and the local communities.

One focus of the Impact Study is the Systems Rate Study. This publication is intended to be an interim report of the analysis and results of the Systems Rate Study. In the following pages, we will briefly discuss the central features of the 1973 Minnesota Community Corrections Act and then present a comprehensive explanation of the purpose of the Systems Rate Study, our research design, and our analysis and findings.

Concerns of the CCA

The Minnesota Community Corrections Act is intended to address the following concerns: (1) increasing institutional costs at the state level, (2) limited local correctional services, (3) overlapping correctional jurisdictions and, (4) a lack of uniform standards for delivering correctional services.

The CCA addresses the problem of increasing state institutional costs in two ways. First, the CCA provides an incentive for participating counties to deal with certain categories of offenders locally as they are charged for using state institutions for such offenders. Second, the CCA

establishes a subsidy in order to provide participating counties with the opportunity to develop correctional services as an alternative to commitment to a state institution.

The subsidy also addresses the problem of limited local correctional services. The subsidy is intended to allow counties to expand and upgrade existing local correctional services and develop new services if a need exists.

The Community Corrections Act is intended to develop greater organizational coherence in the administration of correctional services in Minnesota. The overlapping of correctional jurisdictions and duplication of corrections services is, in part, a function of different levels of government (county, region and state) delivering correctional services. Responsibility for the administration of correctional services is also frequently shared within single jurisdictions by different organizations dealing with adults, juveniles, probation and parole, institutions and community programs. The CCA addresses the problem of overlapping correctional jurisdictions by demanding that local advisory boards develop a comprehensive plan for the delivery of correctional services in their area.

Finally, the Community Corrections Act charges the Department of Corrections with the responsibility of developing standards for the delivery of correctional services.

A central assumption of the Community Corrections Act is that correctional services should be located as close as possible to the home of the offenders and that a local corrections advisory board made up of community representatives would facilitate the development of a more effective and efficient corrections delivery system.

The Community Corrections Act assumes that local communities are in the best position to define needs and, in partnership with the state, develop solutions. Delivering correctional services in the community provides more opportunity for maintaining family and community ties and facilitates reintegration into community life. One goal of community corrections, then, is to encourage the definition of correctional needs at the local level and to encourage the development of solid ties between the offender and the community.

A major philosophical premise of the CCA is that reintegration of offenders must take place in the community and that this reintegration can be achieved only if a broad spectrum of community interests are involved in this task.² When offenders can be shifted from custodial control within a large state institution to a community based program without the loss of public protection, economic and human considerations require that such a shift be made. The Community Corrections Act is based upon the premise that the majority of offenders can be handled within the context of the community without a loss of public protection.

Major Elements of the CCA

1. Corrections Advisory Board

Basic to the CCA is the requirement that participating counties establish a Corrections Advisory Board which shall consist of at least 18 but not more than 20 members. If two or more counties have combined to participate in the Community Corrections Act, the Commissioner of Corrections may increase the size of the Community Corrections Advisory Board to include one county board member from each participating county. Membership on this Board is to be composed of representatives from law enforcement, prosecution and defense attorneys, judiciary, education, corrections, ethnic minorities, social welfare services, and lay citizens.³ The Advisory Board is expected to be actively involved in the development of a local Comprehensive Plan for the development and delivery of correctional services. In addition, the Advisory Board is expected to provide the coordination and cooperation which will be needed to make the expanded community corrections system a reality. However, it is the County Board of Commissioners that has the responsibility of approving and executing the Comprehensive Plan.

2. Comprehensive Plan

Each participating county (or counties) must submit a local Comprehensive Plan to the Department of Corrections. This plan defines the correctional needs of the county and identifies the programs and services designed to meet these needs. The Comprehensive Plan is developed by the Corrections Advisory Board and approved by the County Board of Commissioners. The Plan is then submitted to the Department of Corrections for the consideration of the Commissioner.

3. Equalization Formula and Subsidy

Counties become eligible for a state financial subsidy when their Comprehensive Plan is approved by the Department of Corrections. The purpose of the formula is to relate correctional needs and the ability of a county to pay and is aimed at producing a rational means of allocating state monies. The formula used to determine a county's subsidy is based on per capita income, per capita taxable value, per capita expenditures for correctional purposes, and the percent of county population between the ages of 6 through 30.⁴ For the 1976-77 biennium the range of subsidy eligibility for participating county areas was from .59 million to 4.8 million dollars.

4. Commitment Costs

The Community Corrections Act stipulates that participating counties pay a per diem charge when adult offenders whose offense carries a statutory

maximum of five years or less are committed to state institutions from their courts. Offenders in this category are primarily non-violent property offenders. Participating counties must pay a per diem charge for all juveniles committed to state institutions. The CCA grants the Commissioner of Corrections the authority to establish the per diem charge. In 1976 the per diem for adults was twenty-five dollars and forty-five dollars for juveniles.

The Community Corrections Act assumes that many offenders need not be committed to state institutions in that some offenders can be dealt with more effectively, efficiently, and humanely at the local level with no loss in public protection. The subsidy is intended to allow participating counties to strengthen local correctional services as alternatives to commitment to state institutions.

SYSTEMS RATE STUDY

Purpose

The Systems Rate Study is policy-oriented research in that we provide decision-makers on a periodic basis and in a systematic way constantly updated data and analysis on the degree to which the Community Corrections Act has affected sentencing patterns in participating counties. This kind of research has two principal advantages: First, it allows the researcher to identify for decision-makers any problems that the data and analysis may have revealed. This, in turn, gives decision-makers the option of taking remedial action in the implementation of the program. Second, the frequent interaction between the researcher and the decision-maker allows the decision-maker to effectively communicate to the researcher areas where additional analysis or research might be useful.

Policy-oriented research therefore differs from academic or discipline research where ideally a researcher develops a design, collects the data, and retreats from the policy arena to analyze and complete the study.⁵ Because academic research is usually intended to test theories it may not be conducted in a way useful to policy makers.

The Community Corrections Act is affecting the correctional systems of participating counties in a variety of ways. Some of these effects are beyond our resources to study and some do not lend themselves to the kind of empirical research we wish to conduct. However, judicial sentencing patterns, which are the area of research for the Systems Rate Study, do allow us to conduct empirical data collection and rigorous analysis. Our research design also permits us to update our data collection and analysis and communicate our findings to the Department of Corrections and other groups on a quarterly basis. The Systems Rate Study is based on an underlying but fundamental premise of the 1973 Minnesota Community Corrections Act. The CCA provides for a state subsidy to participating counties so that they can upgrade old and, when needed, develop new local correctional services. These strengthened local correctional services are intended, in part, to make available to judges in participating counties viable sentencing alternatives to committing offenders to state institutions. The CCA also establishes a disincentive for using commitment to a state institution as a sentencing alternative for two categories of offenders. Participating counties must pay a per diem rate for all juveniles committed to state institutions and all adult offenders whose offense carries a statutory maximum of five years or less.

Although the fundamental purpose of the Systems Rate Study is to evaluate, in the most rigorous way possible, the impact of the Community Corrections Act on sentencing patterns, there have been some important spin-offs from our data and analysis. Because the three participating county areas have not yet been able to implement their own information systems, the Systems Rate data is their only source of reliable and timely

information on dispositions and sentences from their courts. We provide our quarterly analysis of sentencing patterns to counties participating in the CCA so that they may consider this information in their planning process. For example, our data on the number of district court offenders sentenced to a jail or workhouse allows a county to plan for the use of these facilities from an empirical basis.

We are also collecting Systems Rate data in counties not participating in the CCA but who are in the process of planning for participating. This data will allow us to include them in our analysis of the effect of the CCA on sentencing patterns once they begin participation. These counties have also found the Systems Rate data useful. Part of their planning process necessary for entering the CCA involves estimating the number of chargeable commitments they will have to pay for. Our analysis of the Systems Rate Study data informs a county of the number of offenders committed to state institutions in the recent past and the proportion of those offenders who were committed for chargeable offenses.

UNITS OF ANALYSIS

The units of analysis for the Systems Rate Study are the district and juvenile courts in our sample of twenty-one counties. We have focused on these two kinds of courts because these courts may commit offenders to state institutions. We have not dealt with county or municipal courts in that those courts deal only with offenders accused of misdemeanor offenses. These courts cannot, therefore, commit convicted offenders to state institutions. The exception to this rule is that in smaller, more rural counties, there may not be a distinct juvenile court. In these counties, the county court adjudicates juvenile offenders, who may be committed to state institutions. In counties where the county court adjudicates juveniles, we collect data only on the juvenile dispositions from those courts. The adjudication of offenders charged with gross misdemeanor or felony offenses takes place in Minnesota district courts. Minnesota district courts may, and of course do, commit convicted adult offenders to state institutions. District court activity is therefore a primary concern of the Systems Rate Study.

For the purpose of this research, a state institution refers to a facility operated by the Minnesota Department of Corrections where juvenile or adult offenders are incarcerated. A state institution does not include any residential program run by or affiliated with the Department of Corrections or facilities operated by other state agencies such as mental institutions to which an offender could be committed.

Table I is a list of the twenty-one counties in which we collect data on district and juvenile court dispositions and their estimated population as of 1974. The Systems Rate Study is an on-going research project where our data collection and analysis is constantly being updated. However, the time frame for this interim report is July 1972 through June 1976. This is an important consideration in that nine of the counties listed as non-participating, entered the Community Corrections Act in July of 1976. In addition, Norman, Polk, and Red Lake Counties did not begin participation until January of 1976. Since they have been in the CCA only six months at the time this report was being written, it is possible to make only the most preliminary inferences about the CCA's effect on sentencing patterns in their area.

TABLE 1: Minnesota Counties Constituting The Sample For The Systems Rate Study With Their Estimated 1974 Population*

<u>PARTICIPATING COUNTIES</u>	<u>POPULATION</u>
Crow Wing	35,800
Dodge	13,500
Fillmore	22,300
Morrison	27,400
Norman	7,900
Olmsted	56,000
Polk	35,800
Ramsey	464,700
Red Lake	5,500
<u>NON-PARTICIPATING COUNTIES</u>	
Aitkin	13,400
Anoka	160,300
Carlton	20,700
Cook	5,400
Hennepin	64,000
Itasca	38,300
Koochiching	17,500
Lake	15,100
Pine	18,900
St. Louis	240,500
Todd	23,800
Wadena	15,400

*Population data is from the Minnesota Pocket Data Book, 1975. Minnesota State Planning Agency, Development Planning Division, August, 1975. Revised February 1976, St. Paul.

The three pilot areas (Crow Wing-Morrison, Dodge-Fillmore-Olmsted, Ramsey) give us the opportunity to evaluate the impact of the Community Corrections Act in diverse kinds of communities. The CCA was not tailored for a particular kind of community. The philosophical premises of the CCA are assumed to be appropriate for any county or group of counties in Minnesota. The three original county areas in the CCA include a rural area, an area with a medium sized city, and a metropolitan county.

Crow Wing and Morrison Counties entered the CCA together and constitute one of the three original pilot county areas. These two adjoining counties are located in North-Central Minnesota. Crow Wing is an important recreational area in Minnesota and Morrison is primarily agricultural. Crow Wing-Morrison entered the CCA in September of 1974.

Dodge-Fillmore-Olmsted Counties are a second pilot area. Dodge and Olmsted began participation in the Community Corrections Act in June of 1974 and were joined by Fillmore County in August of 1975. These three counties are also agricultural except that the city of Rochester in Olmsted County adds to the area a medium sized city with a population of over fifty-thousand.

Ramsey County is the third original pilot county area which entered the Community Corrections Act in July 1974. Ramsey County, in which St. Paul is located, is entirely urban. This area has the largest and most complex correctional system of the Minnesota counties participating in the CCA.

Norman, Polk, and Red Lake Counties began participation in the CCA in January 1976. All three of these counties are predominately agricultural areas in extreme Northwestern Minnesota. There are no cities over 10,000 population in the three county area.

The design of the Systems Rate Study calls for collecting the same kind of data in a set of control counties as was collected in the participating counties. These counties were selected on the basis of geographical proximity to subsidy counties, degree of urbanization, and general similarity.⁶ Itasca-Pine Counties were selected as a control area for Crow Wing-Morrison. Itasca-Pine Counties are also in Northern Minnesota and they are reasonably similar to Crow Wing-Morrison. Neither Itasca nor Pine County has ever expressed any interest in participating in the Community Corrections Act.

Anoka County, which is part of the Minneapolis-St. Paul Metropolitan Area, is just North of Ramsey County and was chosen as a control county for Dodge-Fillmore-Olmsted Counties. The city of Anoka in Anoka County is similar to Rochester in Olmsted County. Both cities are growing rapidly and their populations are, to a large degree, white collar and family-oriented. Anoka County began participating in the CCA in July of 1976.

Hennepin County was the only viable choice as a control for Ramsey County. Hennepin, which includes Minneapolis, is the most populated county in Minnesota. Hennepin County is currently considering beginning participation in the Community Corrections Act.

Region 3 is a six county area (Aitkin, Carlton, Cook, Koochiching, Lake and St. Louis) in Northeastern Minnesota that jointly entered the CCA in July 1976. For the purposes of this interim report, we are considering Region 3 as a control county. Geographically, this is the largest area in which we collect data. St. Louis County, where Duluth is located, is the largest county in the area.

Todd and Wadena Counties also began participation in the CCA in July of 1976. We do not intend to discuss Todd-Wadena in this interim report in that they have so recently entered the Community Corrections Act and because their very low volume of court activity does not make them appropriate as a control area.

RESEARCH DESIGN

The purpose of a research design is to stipulate the procedures by which the researcher can secure adequate and appropriate data to which analysis can be applied.

Adequate and appropriate data are data that allow the researcher to cope with the fundamental problem of making inferences as to whether changes in a dependent variable can be attributed to an independent or experimental variable. In the context of policy-oriented research, such as the Systems Rate Study, this means being able to infer whether the changes the policy was intended to bring about can in fact be attributed to the policy. If the changes were the result of a variable or set of variables other than the policy itself, then the policy and expense needed to implement it are redundant.

Research that takes place in natural social settings often does not lend itself to an experimental design. However, when the researcher can build into the research design when measurement can take place and which units to measure in, some of the advantages of the true experimental design can be realized. Campbell and Stanley call designs with these features quasi-experimental. In their extremely valuable book, Experimental and Quasi-Experimental Designs for Research, Campbell and Stanley have suggested a variety of different types of quasi-experimental designs and the threats to inference they control and fail to control.⁷ Threats to inference are those factors that are rivals to the independent variable in that they are equally plausible reasons why change occurred in the dependent variable.

The design used in this research is a type of a quasi-experimental design called a multiple time series. This design is quasi-experimental because our research deals with a "natural" social situation where it was impossible for the researcher to control which counties would participate in the CCA and which counties would not. We did not, in other words, have the ability to randomize "exposures" to the treatment variable, i.e., the Community Corrections Act. However, the multiple time series design does allow us to schedule our data collecting procedures so that we have control over when we measure judicial dispositions and in which counties we measure these dispositions.

The Systems Rate Study is designed to allow us to make accurate inferences as to whether the CCA has made an impact on the sentencing alternatives chosen by judges in participating counties. If the State provides a subsidy so that local correctional services may be strengthened, the logic of the CCA suggests that judges should use those strengthened local alternatives to a greater degree than they did before, and that they should use commitments to state institutions to a lesser degree than they did prior to coming into the CCA. If a change in sentencing patterns is found, we can accurately infer whether this change is due to

the Community Corrections Act or, alternatively, if changes might have been the result of other factors. In other words, the design allows us to control for other factors that might have brought about a difference in sentencing patterns.

The logic of the time series elements of this design is to provide for periodic measurement of a dependent variable, in this case, sentencing patterns, before and after the treatment or independent variable (participation in the CCA) is introduced. We have collected data on a quarterly basis for two years before any of the counties began participation in July of 1974 and we have continued to collect data since they began participation. The purpose of the periodic measurement is to allow us to establish whether a change has occurred in sentencing patterns from the period before they began participation in the CCA to the period since they have been participating. The time series also allows us to rule out factors other than the CCA that could have produced a change in sentencing patterns. More specifically, periodic measurement of sentencing patterns over an extended period of time both before counties began participation in the CCA and after they have begun participation, allows us to focus explicitly on the possibility that changes in sentencing patterns were the result of cyclical effects or "normal" fluctuations. It would not have been possible to rule out these rival explanations if we would have examined a county's sentencing pattern for a short period just before and just after they entered the CCA.

That this is a multiple time-series design means that not only have we measured sentencing patterns over an extended period of time in the participating counties, but that we have made the same measurements in a set of control counties, that is, counties that are not in the CCA. The logic of this feature of the design dictates that we use as control counties, counties that are as similar as possible to counties participating in the CCA. The purpose of this control group is to focus explicitly on the possibility that any change we might see in the sentencing patterns in participating counties might have been brought about by something other than the CCA, such as a state or national trend toward less incarceration in state institutions. Because we have a control group we can compare sentencing patterns of counties participating in the CCA with counties that are not participating in order to more accurately infer whether the CCA has had an impact on sentencing patterns in participating counties.

THE DATA SET

The research design used in the Systems Rate Study stipulates what kind of data collection procedures we follow in order to rigorously evaluate the effect of the Community Corrections Act on sentencing patterns. Here we will discuss how we collect this data and the quality of that data. In the Systems Rate Study the dependent variable is sentencing patterns from district and juvenile court. In order to establish whether changes have occurred in sentencing patterns we need to be able to measure the use of various sentencing alternatives available to district and juvenile court judges. There exists in Minnesota several sources of data on dispositions from these two types of courts. However, a preliminary evaluation of these data sources revealed that they were unsatisfactory for our purposes. Data from these sources was found to be unreliable and untimely.

The accuracy of any inferences as to whether the Community Corrections Act has brought about changes in judicial sentencing patterns depends, in part, on reliability of the data from which inferences are made. In order to ensure an accurate and reliable data set on dispositions made in district court, Impact Study staff go directly to the district court criminal registers in each county in our sample and code relevant information on each disposition from that court. We do this coding on a quarterly basis so that we have a data set that includes characteristics of dispositions by quarter.

The criminal register is a chronology of the formal legal events which a person experiences beginning with the filing of a complaint and ending with a disposition. Obviously, not all persons who have a criminal complaint filed against them end up being sentenced in district court. We code only those cases where a disposition has been made. The only exception to this procedure occurs when a charge is reduced to an offense that is a misdemeanor. We do not code dispositions on misdemeanors. Information that may be included on the register includes name and age of the offender, the offense or offenses that the offender was charged with and the offense or offenses on which the offender was convicted, and the judge involved in the disposition of the case.

Not all courts record the same amount of information in the criminal register. In counties where some of the information we need has not been recorded, we ask permission to examine the criminal file that must be kept for all offenders or alleged offenders. These files contain a complete history of every offender's case. In most counties, however, an examination of the files is not necessary.

We code the following information for each disposition made in district courts: name and date of birth of the offender, the county in which the disposition was made, the offense for which the offender was convicted, the date of the disposition, the type of sentence received, the length of the probation period if probation was involved

in the sentence, and the length of the incarceration period if incarceration was involved in the sentence, and the sentencing judge. We have no problem getting access to this data as the criminal register is open to the public.

The process of traveling to the twenty-one counties in our sample and coding dispositions from their district court criminal registers is a time consuming, and therefore, expensive method of data collection. However, we consider it worth the expense in that it has given us an extremely reliable data set. We consider it the most reliable data set on district court dispositions in the State of Minnesota. The continuity of coding decisions has been ensured by having relatively few people do the coding. Much of the coding has been done by the Project Director of the Impact Study. Three other coders have been occasionally used on a temporary basis. All have had either graduate degrees or law school training. All three of the coders were carefully trained by the Project Director before they began coding.

Data on juvenile dispositions is not collected in the same way as adult dispositions from district court. There are two reasons for this: First, and most important, much of the information on the adjudication of juveniles is, by law, confidential in Minnesota. Therefore, the problem of obtaining access to this information is extremely complicated. Second, even if access could be obtained, the large volume of juvenile dispositions would demand a larger staff than is currently available to the Impact Study.

We have, therefore, chosen to collect a more limited set of information on juvenile dispositions than was the case for adults. This data comes from county juvenile probation officers, court service personnel, and in a few cases, from monthly reports filled out by county probation officers and sent to the Department of Corrections. We request only the number of juvenile dispositions made in each county every quarter, the number of those new dispositions that involved probation, commitment to a county institution, and commitment to a State institution.

We have impressed our county informants with the necessity of collecting and reporting accurate information. We feel that they have done so and that our data set on juvenile dispositions is adequate for our analysis.

THE ANALYSIS

Inferences about the degree to which the Community Corrections Act has affected sentencing patterns at the district court and juvenile court level in participating counties are made in the following way. In the participating counties the logic of the CCA suggests that shortly after a county begins participating, a pattern should emerge whereby local alternatives (probation and/or local incarceration) should be used by sentencing judges to a greater degree than was the case before the county began participating and commitments to State institutions should be used to a lesser degree than was the case before the county was in the Act. If this pattern does emerge, and if a similar pattern does not develop in the control counties at about the same time, we may legitimately conclude that the Act has made an impact. An absence of fluctuation in the sentencing alternatives among the control counties was not expected. However, unless these fluctuations develop into a pattern similar to the one expected among the participating counties shortly after the CCA begin to be implemented, we may properly infer that the CCA has brought about a change.

District Court Dispositions - Community Sentencing Alternatives

TABLE 2: Volume of District Court Dispositions in Participating and Selected Non-Participating Counties

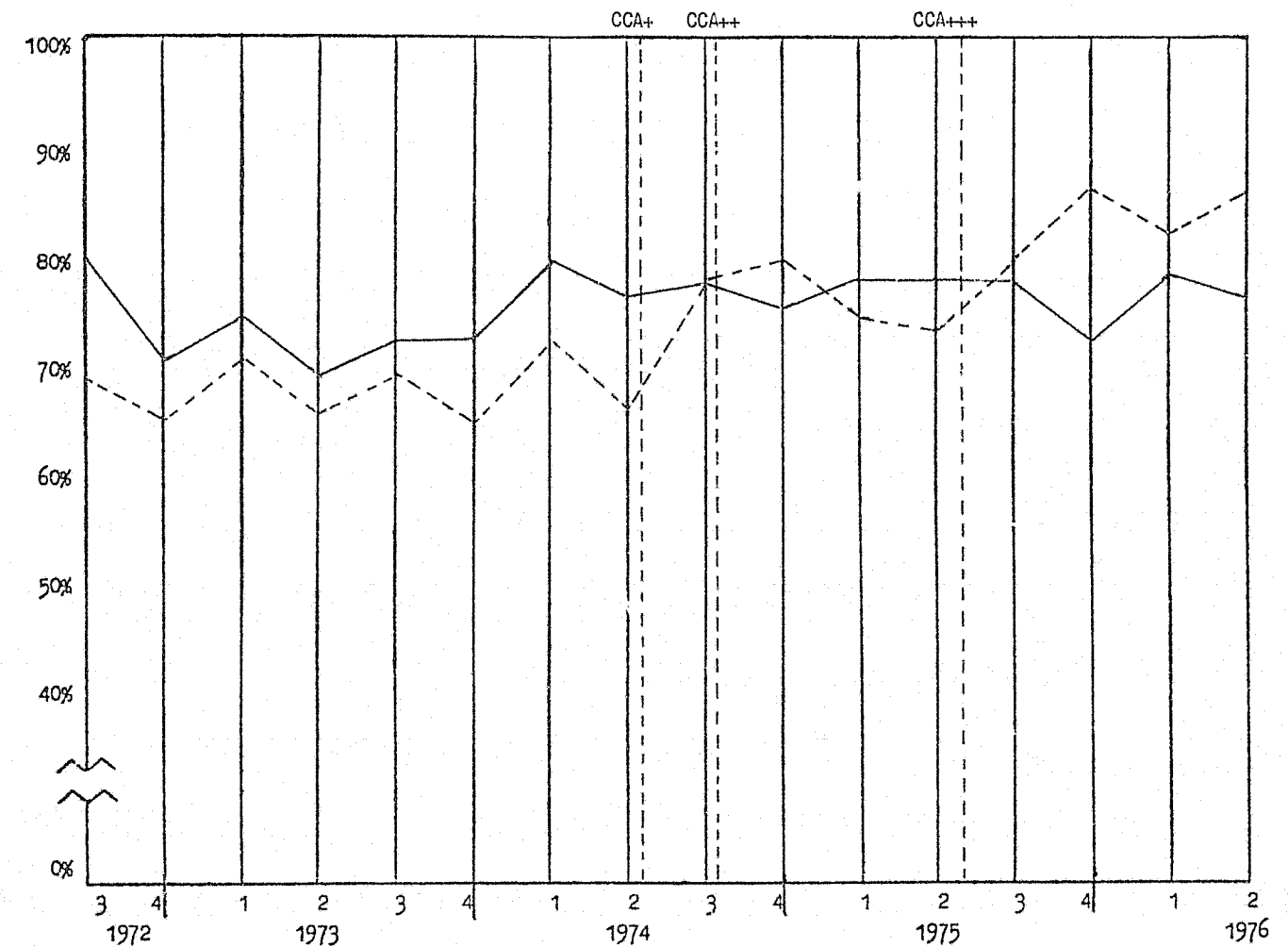
<u>Counties</u>	<u>FY 73</u>	<u>FY 74</u>	<u>FY 75</u>	<u>FY 76</u>
Crow Wing-Morrison (participating)	53	61	87	96
Itasca-Pine (non-participating)	85	74	81	137
Dodge-Fillmore-Olmsted (participating)	72	72	72	105
Anoka (non-participating)	87	89	144	197
Ramsey (participating)	487	514	508	508
Hennepin (non-participating)	1,301	1,280	1,223	1,225
Polk-Norman-Red Lake (participating)	59	59	42	121
Region 3 (non-participating)	327	285	370	383

Table 2 presents the volume of district court dispositions among the county areas in our sample. Table 2 is intended as a supplement to the graphs that follow which provide the basis for our analysis. The information in those graphs is presented as percentages of the volume of district court dispositions. Table 2 also shows that all four of the participating county areas have experienced some increase in district court volume over the four fiscal years on which we have data. Among the non-participating county areas, Region Three and Itasca-Pine have experienced a moderate increase in court volume. In Anoka, a suburban community experiencing a rapid increase in population, there has been a sharp increase while the volume of district court dispositions has been stable in Hennepin over these four fiscal years.

The first set of graphs presented here represent the proportion of district court dispositions that involved a community sentencing alternative. These graphs show for each quarter beginning with the third quarter of 1972 and continuing through the second quarter of 1976, the combined use of the sentences of straight probation, local incarceration, probation with local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences). The sentencing category of unsupervised release makes up a small proportion of the dispositions involving community sentencing alternatives. We code as probation not only the traditional sentence of probation, but also offenders who as part of their sentence must spend time at a PORT or a PORT-type facility.⁸

The split sentence of probation with local incarceration involves dispositions where the offender is placed on probation with the condition that part of the probationary period be served in a jail or workhouse. The proportion of dispositions made up of offenders committed to a state institution is the reciprocal of the proportion of dispositions involving community sentencing alternatives. If, for example, sixty percent of the dispositions from a county area in a quarter involved community sentencing alternatives, then forty percent of the dispositions were commitments to a state institution. Therefore, any increase in the proportion of dispositions involving community sentencing alternatives means there was a decrease in the proportion of dispositions involving state commitments.

Graph 1: Percent of District Court Dispositions Involving Community Alternatives* in Participating Counties and Control Counties from July, 1972 through June, 1976.



Participating Counties (Crow Wing - Morrison, Dodge - Fillmore - Olmsted, Ramsey) - - - - -
 Control Counties (Itasca - Pine, Anoka, Hennepin, Region 3) - - - - -

* Community alternatives include sentences of straight probation, local incarceration, probation and local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

+ Ramsey and Dodge - Olmsted counties began participation in the Community Corrections Act.

++ Crow Wing - Morrison counties began participation in the Community Corrections Act.

+++ Fillmore County joined Dodge - Olmsted in the Community Corrections Act.

Graph 1 represents the proportion of district court dispositions involving community sentencing alternatives in participating county areas and in control county areas from July 1972 through June 1976. This graph was constructed by pooling the data on dispositions and the number of those dispositions that involved community sentencing alternatives for both the participating county areas and the control county areas each quarter. This pooled data allowed us to calculate the proportion of the dispositions for participating and control counties that involved community alternatives.

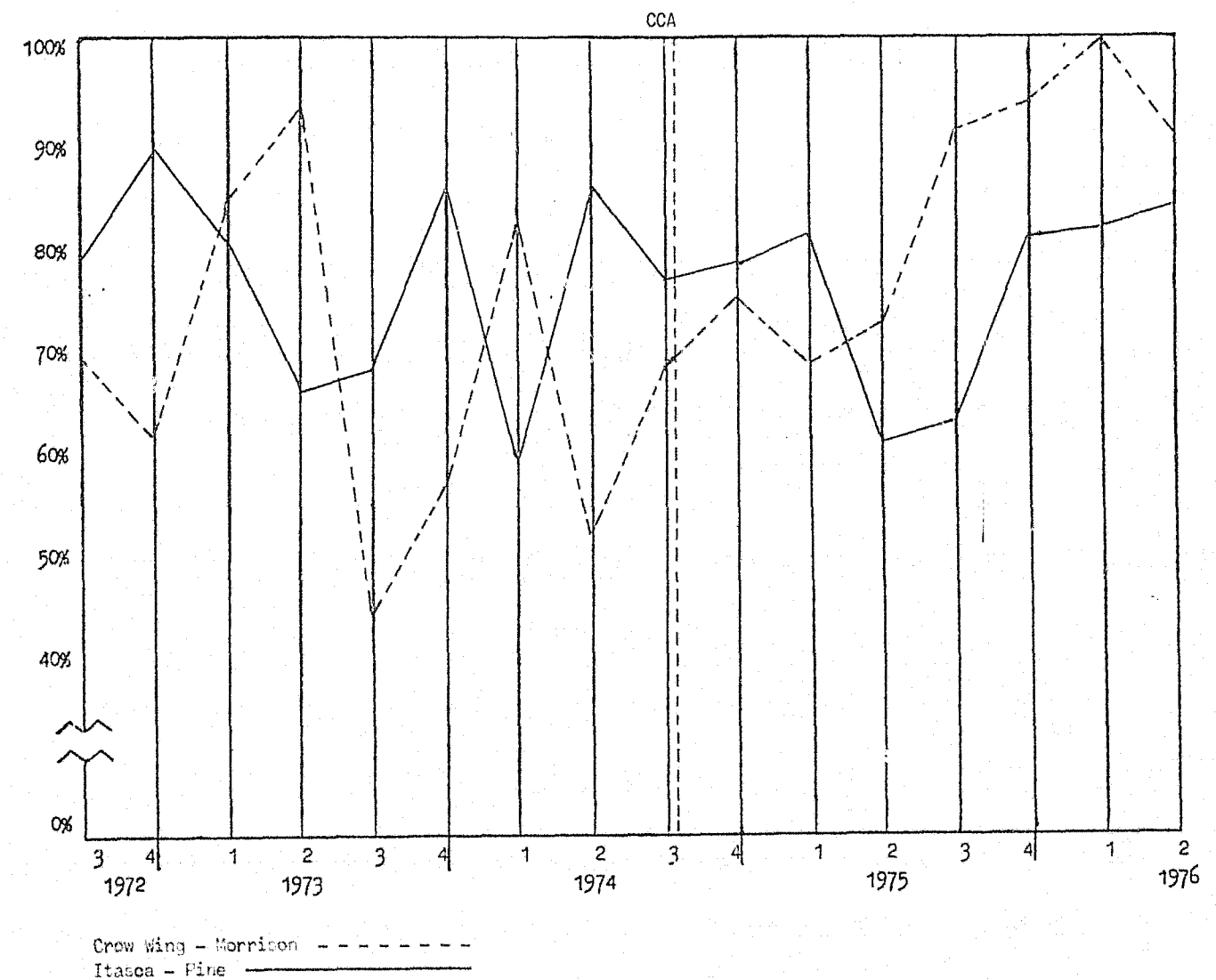
The method used here to pool data means that Ramsey County tends to dominate the data-set for the participating counties and that Hennepin tends to dominate the data-set for the control counties. This is because both these counties are much larger than the other counties in each category.

In the period preceding implementation of the Community Corrections Act, the proportion of dispositions involving community alternatives in both the participating and control counties was relatively stable. However, the level of the use of community alternatives was higher in the control counties than in the participating counties. In the period following participation in the CCA the use of community alternatives among the participating counties increased immediately, declined slightly early in 1975 when an upward trend began and continued through June 1976.

In the last year of the period after the CCA was implemented, in contrast to the period before the CCA, the level of the use of community alternatives was greater in the participating counties than in the control counties. The increase in the proportion of dispositions involving community alternatives among the participating counties after the CCA was implemented means that there was a decrease in the proportion of dispositions of the non-community sentencing alternative of state commitment.

Whereas among the participating counties there was an increase in the use of community alternatives shortly after the CCA was implemented, among the control counties there was no change. We may, therefore, infer that the change that did occur among the participating counties can be attributed to the Community Corrections Act.

Graph 2: Percent of District Court Dispositions Involving Community Alternatives*
Crow Wing - Morrison and Itasca - Pine Counties from July, 1972 through June, 1976.



* Community alternatives include sentences of straight probation, local incarceration, probation and local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

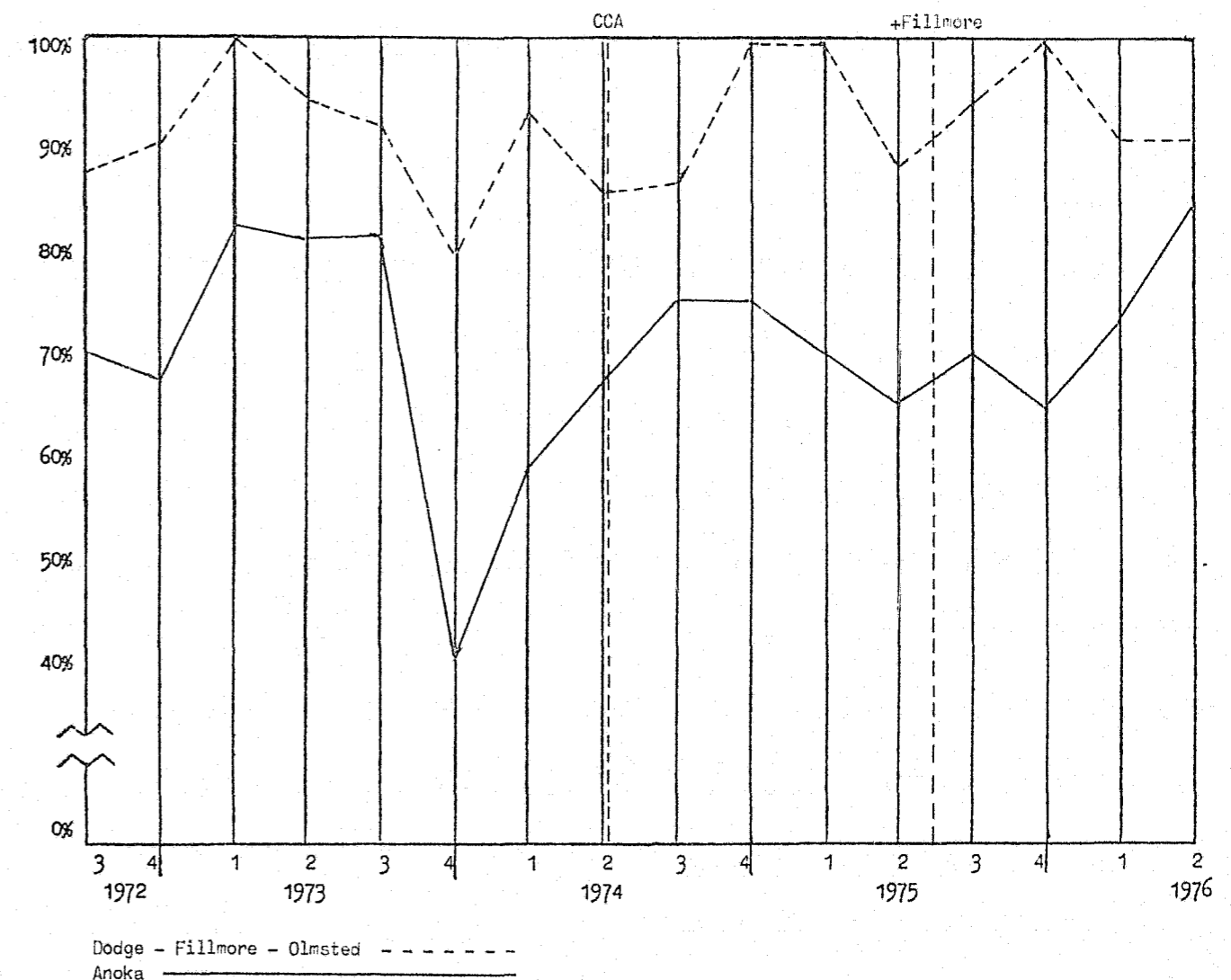
In Graph 2, the proportion of dispositions involving community alternatives in Crow Wing-Morrison and Itasca-Pine are presented. Itasca-Pine was chosen as a control county area for Crow Wing-Morrison. In the period before Crow Wing-Morrison entered the CCA there was an erratic but downward trend in the use of community alternatives and a reciprocal upward trend in the use of state commitment as a sentencing alternative.⁹ The pattern in Itasca-Pine in the period before the CCA was implemented is also erratic with a slight downward trend in the use of community alternatives. Six months after Crow Wing-Morrison entered the CCA an upward trend in the use of community alternatives and a reciprocal downward trend in the use of state commitments began to emerge. This trend has continued through June of 1976. Graph 2 reveals that the trend that began emerging in Crow Wing-Morrison in 1975 did not appear in Itasca-Pine. Moreover, the level of the use of community alternatives was lower in Itasca-Pine than in Crow Wing-Morrison during most of the period after the CCA.

The change in sentencing patterns that occurred in Crow Wing-Morrison shortly after they entered the CCA did not occur in Itasca-Pine. We may, therefore, infer that the change that did occur in Crow Wing-Morrison may be attributed to the Community Corrections Act.

It is interesting to note that in the first two quarters after Crow Wing-Morrison entered the CCA, a pattern of sentencing alternatives consistent with the intent of the CCA had not emerged. The fact that the analysis of Systems Rate Study data was being reported on a quarterly basis to decision-makers in the Department of Corrections allowed those decision-makers to communicate the Department's concern to county officials in Crow Wing-Morrison. Since those conversations, the trend in the distribution of sentencing alternatives has been consistent with the logic of the CCA. This may be considered an illustration of how periodically updated policy-oriented research can affect the implementation of public policy.

The proportion of district court dispositions involving community sentencing alternatives in Dodge-Fillmore-Olmsted and Anoka are shown in Graph 3. Anoka was chosen as the control county for Dodge-Fillmore-Olmsted Counties.

Graph 3: Percent of District Court Dispositions Involving Community Alternatives*
Dodge - Fillmore - Olmsted and Anoka Counties from July, 1972 through June, 1976.



* Community alternatives include sentences of straight probation, local incarceration, probation with local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

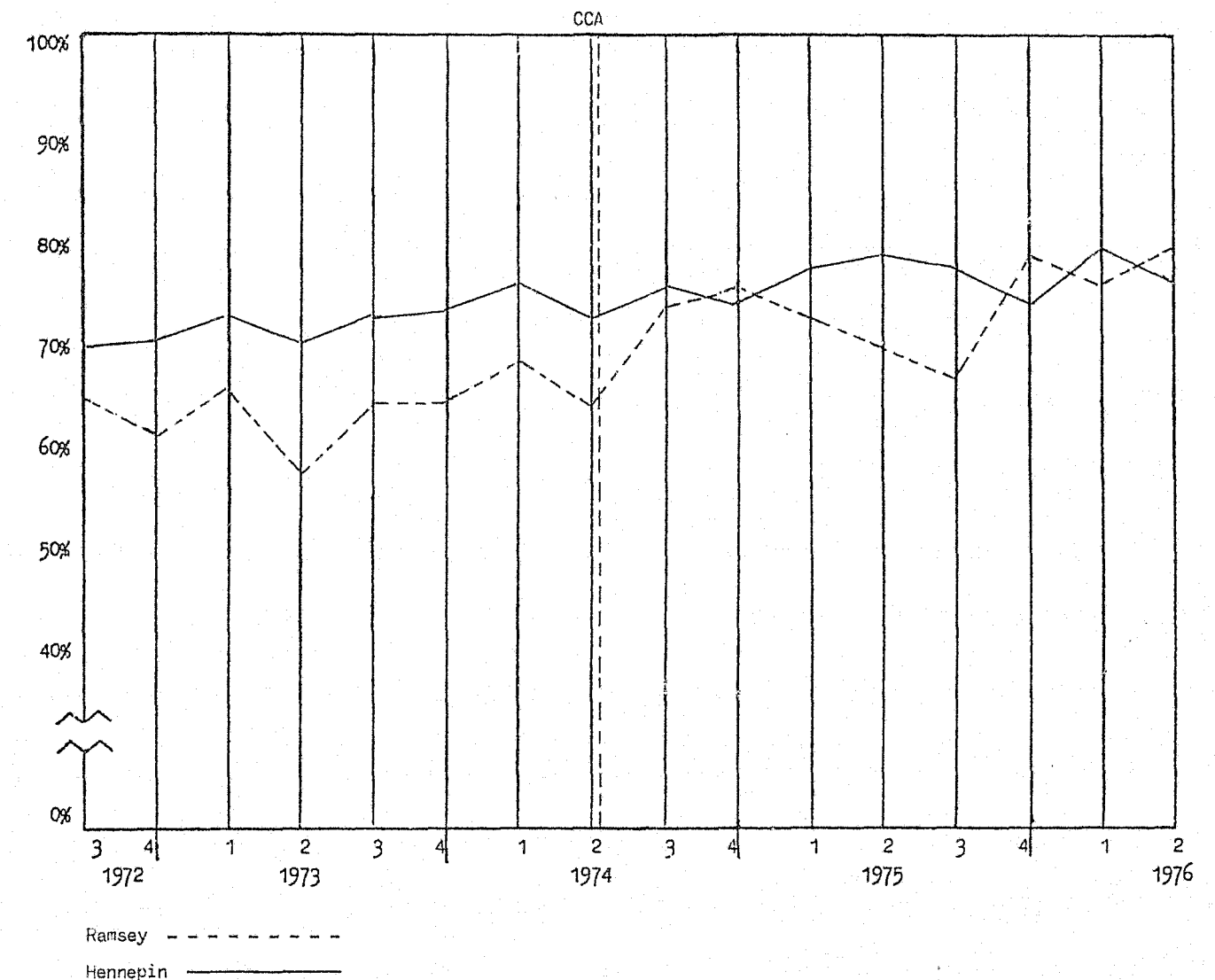
An inspection of Graph 3 reveals that in the two year period preceeding participation in the CCA, there was a high use of community sentencing alternatives with a slight downward trend in Dodge-Fillmore-Olmsted. Although there is no upward trend in this participating county area in the period after the CCA, the level of the use of community alternatives was higher then in the earlier period. It is proper to suggest that an absence of an upward trend is the result of a ceiling effect created by the high use of community alternatives in the period preceeding participation in the CCA.

In Anoka County, the use of community sentencing alternatives has remained fairly stable except for the fourth quarter of 1973 and the first quarter of 1974. In the first two quarters of 1976 a trend towards increasing the proportion of dispositions involving community sentencing alternatives began to develop. The appearance of this trend in this period may be a function of hightened interest in community sentencing alternatives brought about by Anoka County's planning for beginning participation in the CCA in July, 1976. However, the important point of this graph is that neither an upward trend nor an increase in the level in the use of community alternatives developed in Anoka County when changes were occurring in the participating county area of Dodge-Fillmore-Olmsted.

The increase in the level of community sentencing alternatives and the reciprical decrease in the level of the use of state commitments that developed in Dodge-Fillmore-Olmsted did not occur in Anoka. On this basis, it can be inferred that the changes in district court dispositions in Dodge-Fillmore-Olmsted may be attributed to the Community Corrections Act.

Graph 4 presents information on the proportion of district court dispositions involving community sentencing alternatives in Ramsey, the largest county participating in the CCA and in Hennepin, the control county for Ramsey.

Graph 4: Percent of District Court Dispositions Involving Community Alternatives* in Ramsey and Hennepin Counties from July, 1972 through June, 1976.

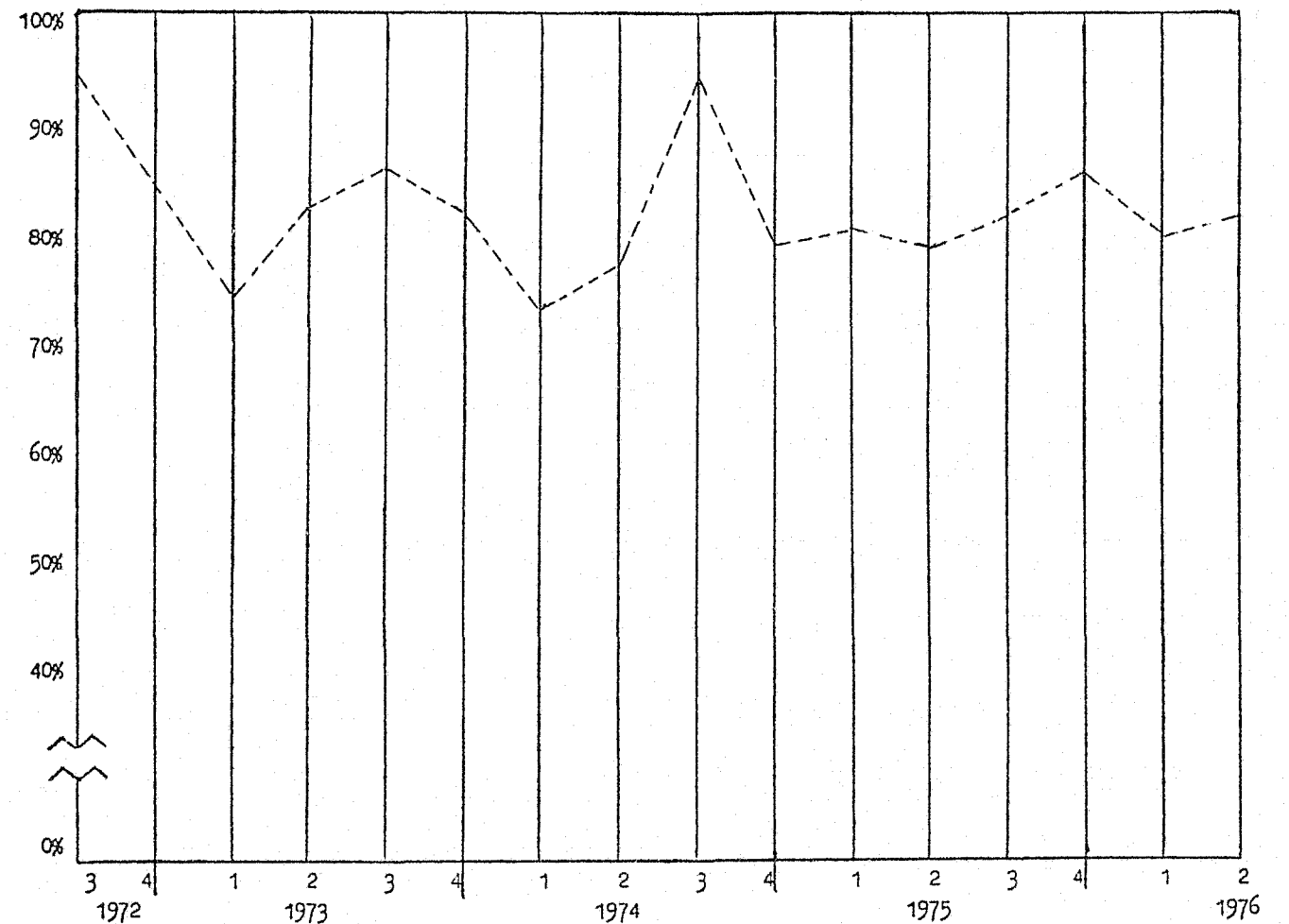


* Community alternatives include sentences of straight probation, local incarceration. Probation and local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

In the two years preceding participation in the CCA, the use of community alternatives and the reciprocal use of state commitment was relatively stable. However, the level of the use of community alternatives was lower in Ramsey County than in Hennepin, the control county. Immediately after beginning participation in the CCA, a pattern consistent with the intent of the CCA began to emerge. That pattern is one of increased use of community sentencing alternatives and a reciprocal decreased use of state commitment as a sentencing alternative. There has been virtually no change in the proportion of dispositions involving community sentencing alternatives in Hennepin County over the entire period. Although the pattern that has developed in Ramsey County is less dramatic than the one present in Crow Wing-Morrison, it is consistent with the intent of the CCA. Therefore, the evidence remains convincing that the shift in sentencing patterns that occurred in Ramsey County can be attributed to the CCA. Once again, this inference is strengthened by the lack of a similar shift in Hennepin, the control county.

Although Region 3 was not originally intended as a control county area, the fact that data was collected in the district courts of the six counties that make up Region 3 is anticipation of their participation in the CCA gives us the opportunity to use them as a control area. Graph 5 presents information on the proportion of district court dispositions in Region 3 that involved community sentencing alternatives.

Graph 5: Percent of District Court Dispositions Involving Community Alternatives* in Region 3** from July, 1972 through June 1976.



Region 3 - - - - -

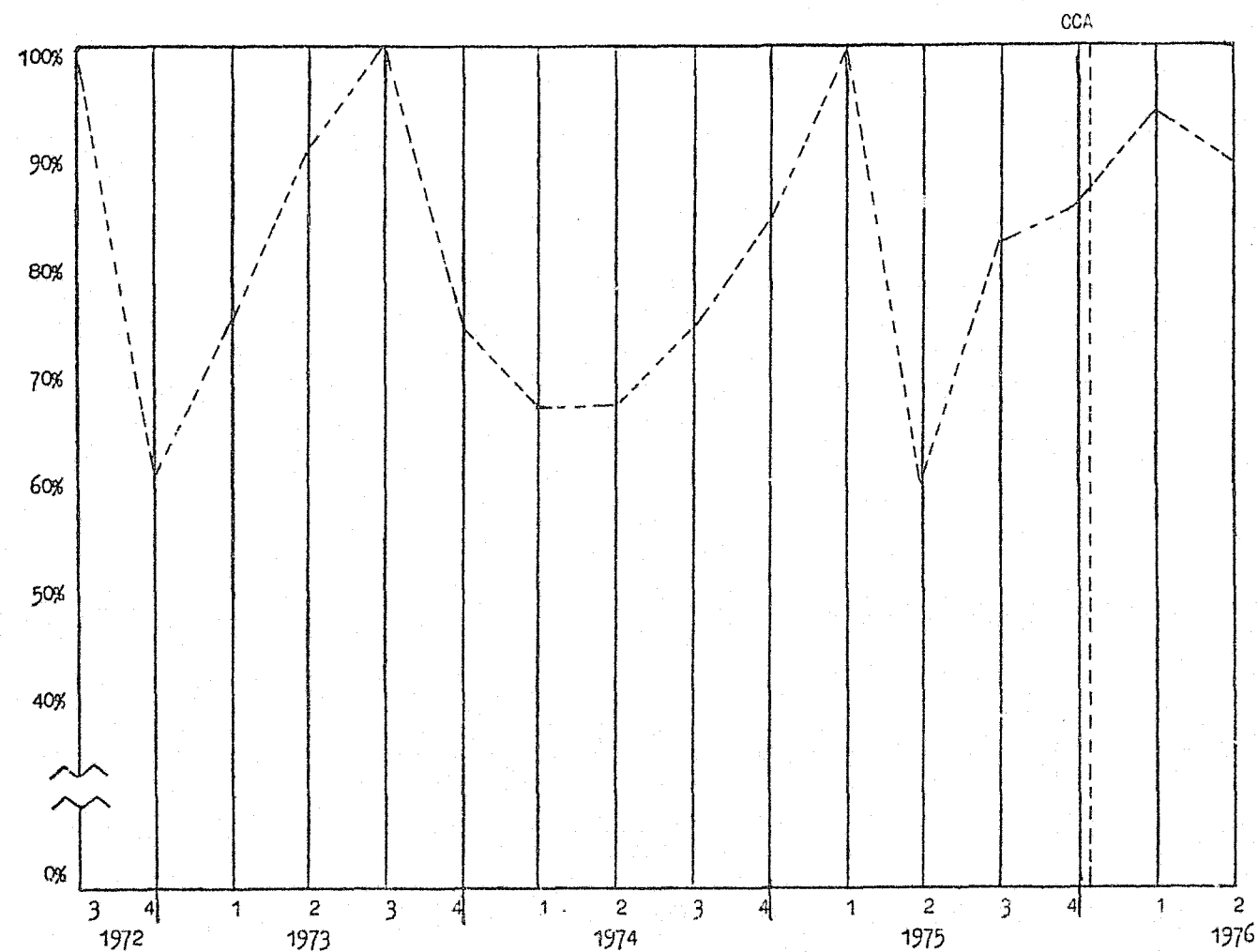
* Community alternatives include sentences of straight probation local incarceration, probation and local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

** Exclusive of Itasca County.

Graph 5 shows that except for the third quarter of 1974, the use of community sentencing alternatives has been relatively stable in Region 3. The absence of a sustained increase in the use of community alternatives in Region 3 shortly after the CCA was implemented in the participating county areas is additional evidence that the changes that occurred in the participating counties may be attributed to the Community Corrections Act.

Norman-Polk-Red Lake did not begin participating in the CCA until January 1976. It is, therefore, still too early to make anything but preliminary inferences about the impact of the CCA on sentencing patterns in this county area.

Graph 6: Percent of District Court Dispositions Involving Community Alternatives*
in Norman - Polk - Red Lake Counties from July, 1972 through June, 1976.



Norman - Polk - Red Lake - - - - -

* Community alternatives include sentences of straight probation, local incarceration, probation and incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

The analysis presented in Graph 6 shows that the use of community alternatives has fluctuated widely in Norman-Polk-Red Lake Counties. There is no apparent trend in this county area. Since beginning participation in January 1976, the use of community alternatives has been relatively high and the reciprocal use of the sentence of state commitment relatively low. However, it is still too early to say whether the pattern that developed in three county areas that began participation in 1974 will develop in Norman-Polk-Red Lake.

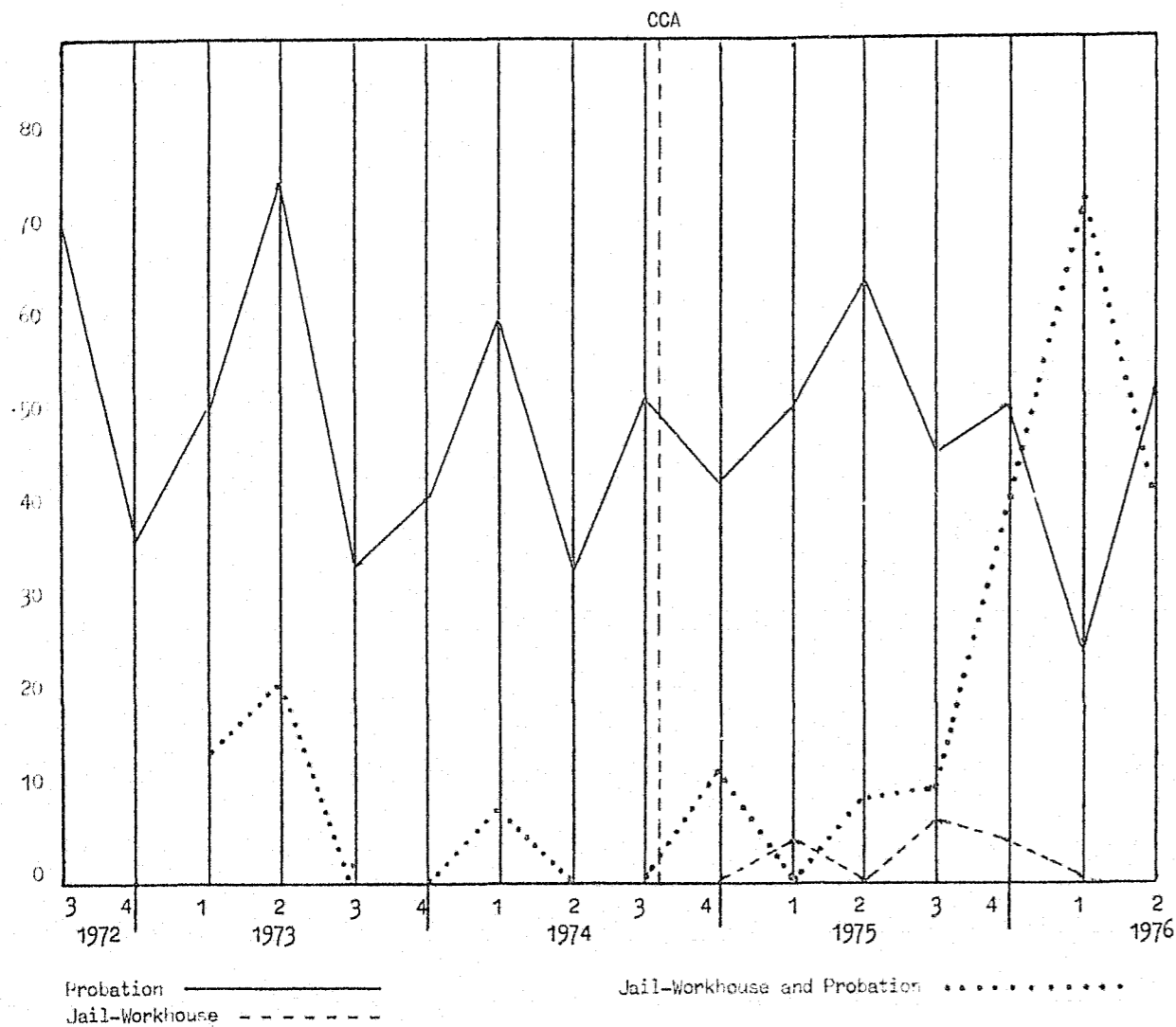
In summary, the analysis in this section has shown that the proportion of district court dispositions involving community sentencing alternatives has increased in the counties participating in the CCA and that similar changes did not occur at about the same time in the control counties. This inference is proper when data from the two sets of counties is pooled, as in Graph 1, and when each participating county area is compared to a control county area, as in Graphs 2, 3, and 4. This section may be concluded by repeating the inference that the changes that occurred in the participating county areas may be attributed to the Community Corrections Act.

Distribution of community sentencing alternatives

In the preceding section a discussion of the impact of the Community Corrections Act on the use of community sentencing alternatives was presented. In this section a presentation of the impact of the CCA on the distribution of the three major community sentencing alternatives will be made. Although the sentencing category of unsupervised release is a community alternative, only rarely does the proportion of district court dispositions in this category exceed ten percent. Therefore, the proportion of dispositions involving unsupervised release will not be included in the graphs in this section.

The distribution of community sentencing alternatives for the participating county area of Crow Wing-Morrison are presented in Graph 7.

Graph 7: Distribution of Community Sentencing Alternatives*
as a Percent of District Court Dispositions in
Crow Wing - Morrison Counties from July, 1972 through June, 1976.



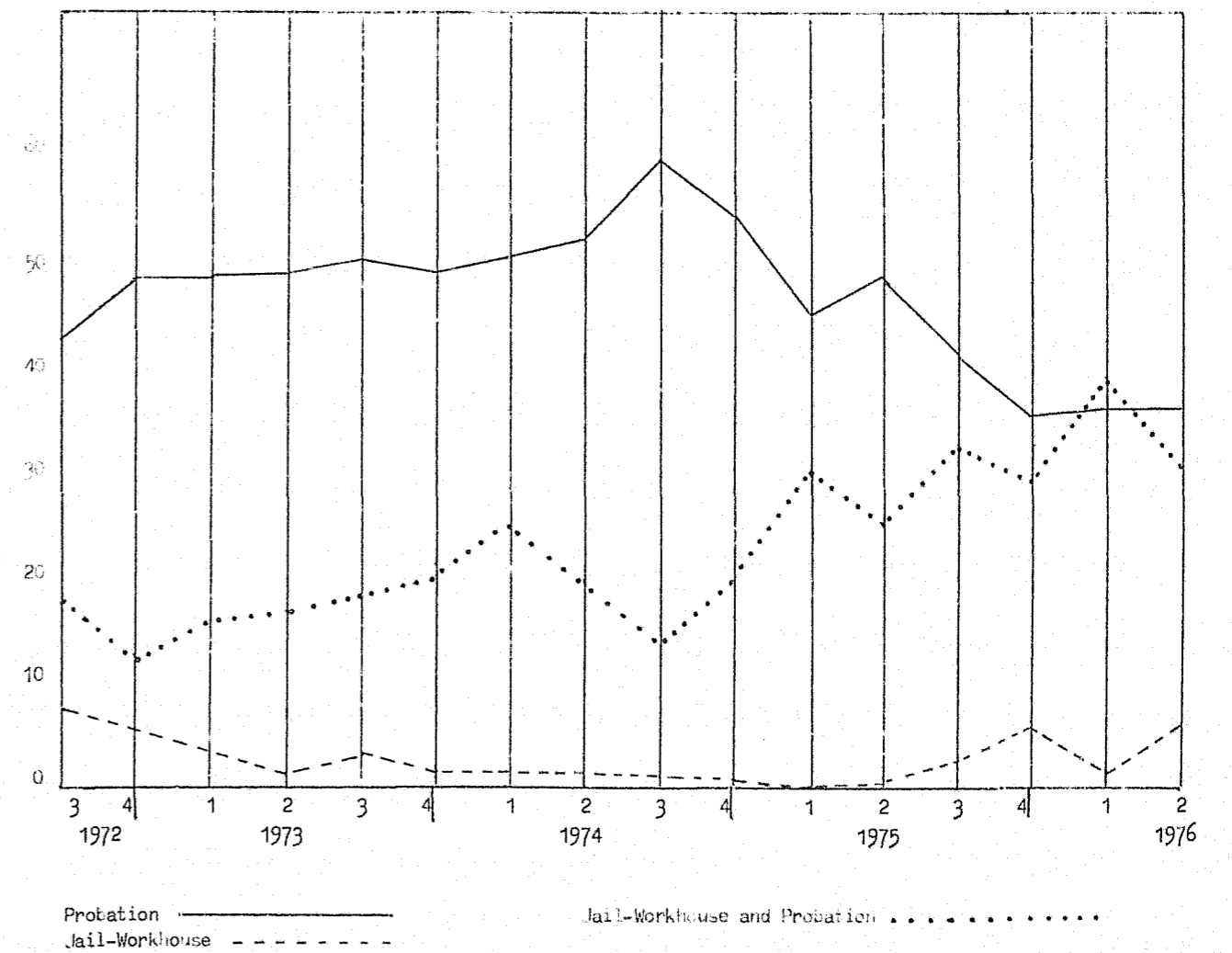
* Unsupervised release was excluded from this graph because of the small proportion of dispositions in this category.

The information in Graph 7 shows that in the period prior to participation in the CCA, the use of the sentence of straight probation was declining, the use of the sentence of probation with local incarceration was minimal, and a total absence of the sentence involving only local incarceration. In the period after Crow Wing-Morrison entered the CCA, the use of straight probation continued to decline although less sharply than in the preceding period. In the period after the CCA, there was limited use of straight jail sentences but a sharp increase in the use of the split sentence of probation with local incarceration. It is obvious that the major impact of the CCA on the three major sentencing alternatives has been in the category of probation with local incarceration. In Crow Wing-Morrison, the result of the CCA has been a major increase in the use of the jail facility and a larger proportion of

offenders who must be supervised in a probationary period. It is important to realize that even though the proportion of offenders receiving a sentence of straight probation has declined, the increase in the use of the sentence of probation with local incarceration has increased so sharply that the proportion of offenders receiving supervision in a probationary period has increased.

In Graph 8 the distribution of community sentencing alternatives in Itasca-Pine, the control county area for Crow Wing-Morrison, is presented.

Graph 8: Distribution of Community Sentencing Alternatives*
as a Percent of District Court Dispositions in
Itasca - Pine Counties from July, 1972 through June, 1976.

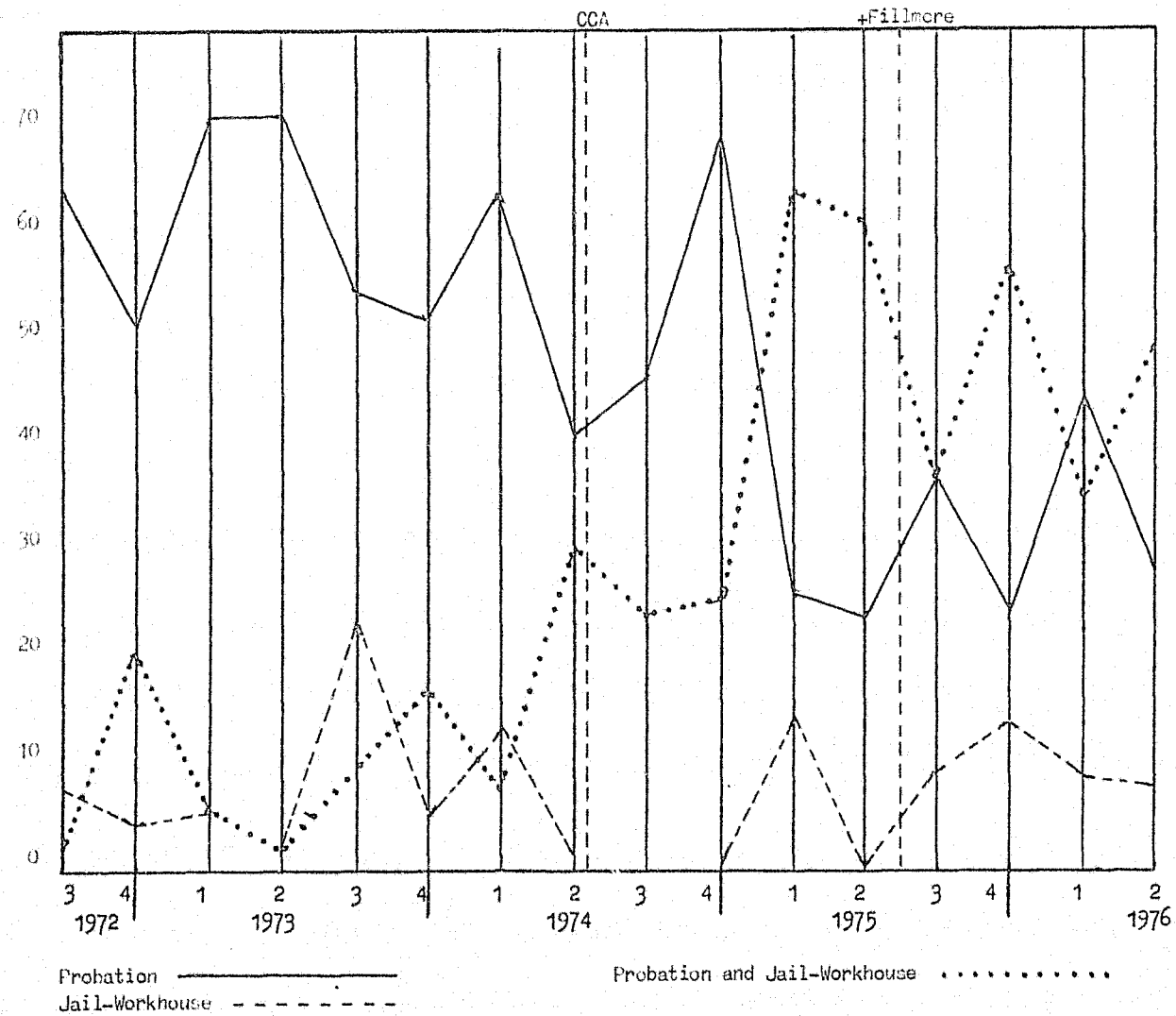


* Unsupervised release was excluded from this graph because of the small proportion of dispositions in this category.

This analysis shows that the use of straight jail sentences has remained constant at a very low level over the entire period in Itasca Pine. There is a trend in this control county area, beginning in the fourth quarter of 1974, towards using straight probation less and the split sentence of probation with local incarceration more than in the period before the fourth quarter of 1974. The major differences between the distribution of community alternatives in Itasca-Pine and Crow Wing-Morrison are that the decline in straight probation is sharper in Itasca-Pine and the increase in the use of probation with local incarceration is less sharp than in Crow Wing-Morrison.

The distribution of community sentencing alternatives for the participating county area of Dodge-Fillmore-Olmsted is presented in Graph 9.

Graph 9: Distribution of Community Sentencing Alternatives* as a Percent of District Court Dispositions in Dodge - Fillmore - Olmsted Counties from July, 1972 through June, 1976.



* Unsupervised release was excluded from this graph because of the small proportion of Dispositions in this category.

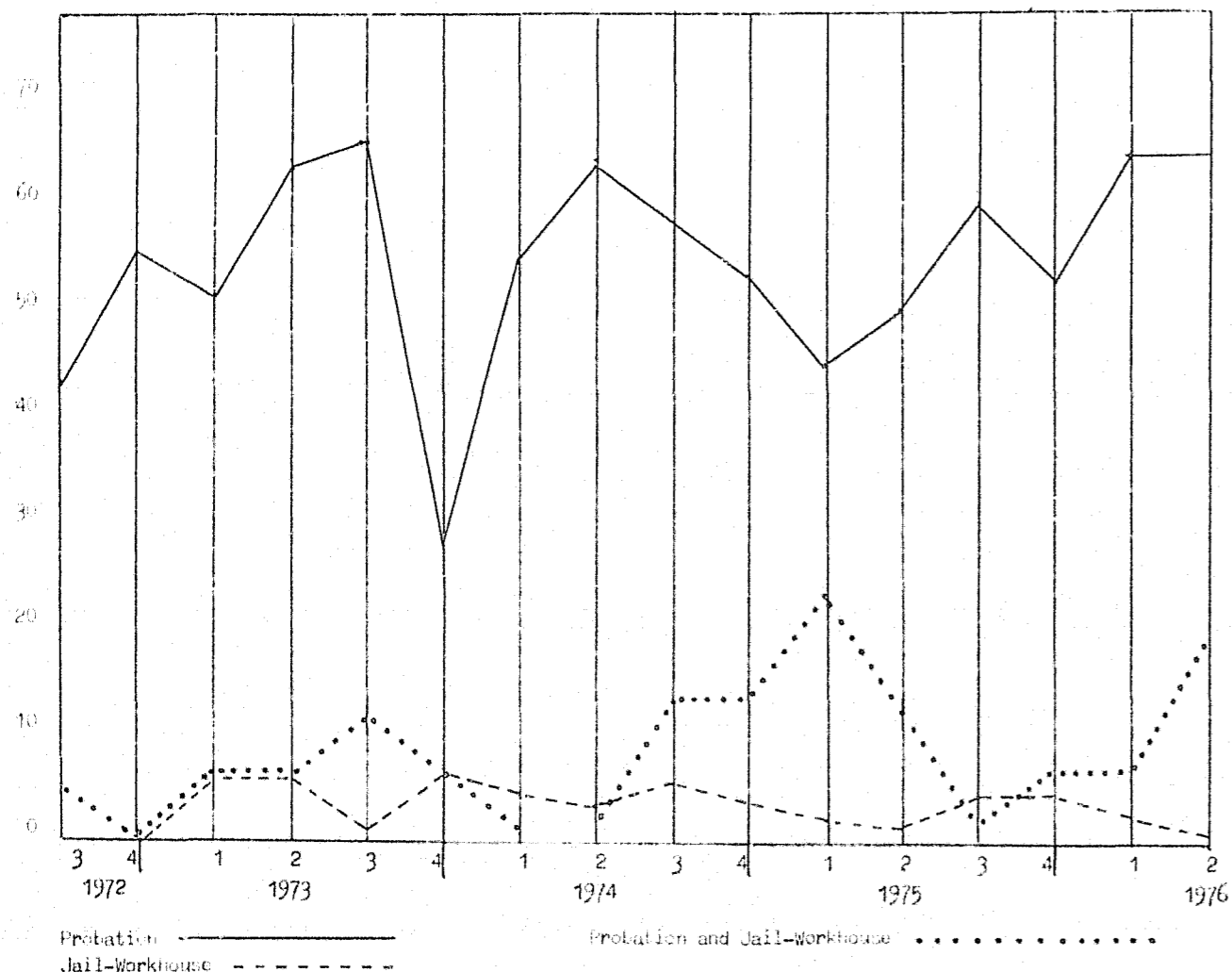
Graph 9 shows that in the period before the CCA was implemented in Dodge-Fillmore-Olmsted there was a downward trend in the use of straight probation, an erratic and relatively low use of the straight jail sentence and an upward trend in the use of the split sentence of probation with local incarceration.

After the CCA was implemented in Dodge-Fillmore-Olmsted, the use of straight probation continued to decline, the proportion of dispositions involving straight jail sentences remained at about the same level as in the period prior to the CCA, and the upward trend in the use of probation with jail accelerated sharply.

The increase in the proportion of dispositions in the community sentencing category of probation with jail since Dodge-Fillmore-Olmsted entered the CCA means that there has been an increase in the use of both the jail facilities and the number of offenders being supervised by probation officers. The increased use of community sentencing alternatives in Dodge-Fillmore-Olmsted after the CCA is, in large part, a function of the increase in the proportion of dispositions in the sentencing category of probation with jail.

Graph 10 presents the distribution of community sentencing alternatives in Anoka, the control county for Dodge-Fillmore-Olmsted.

Graph 10: Distribution of Community Sentencing Alternatives* as a Percent of District Court Dispositions in Anoka County from July, 1972 through June, 1976.

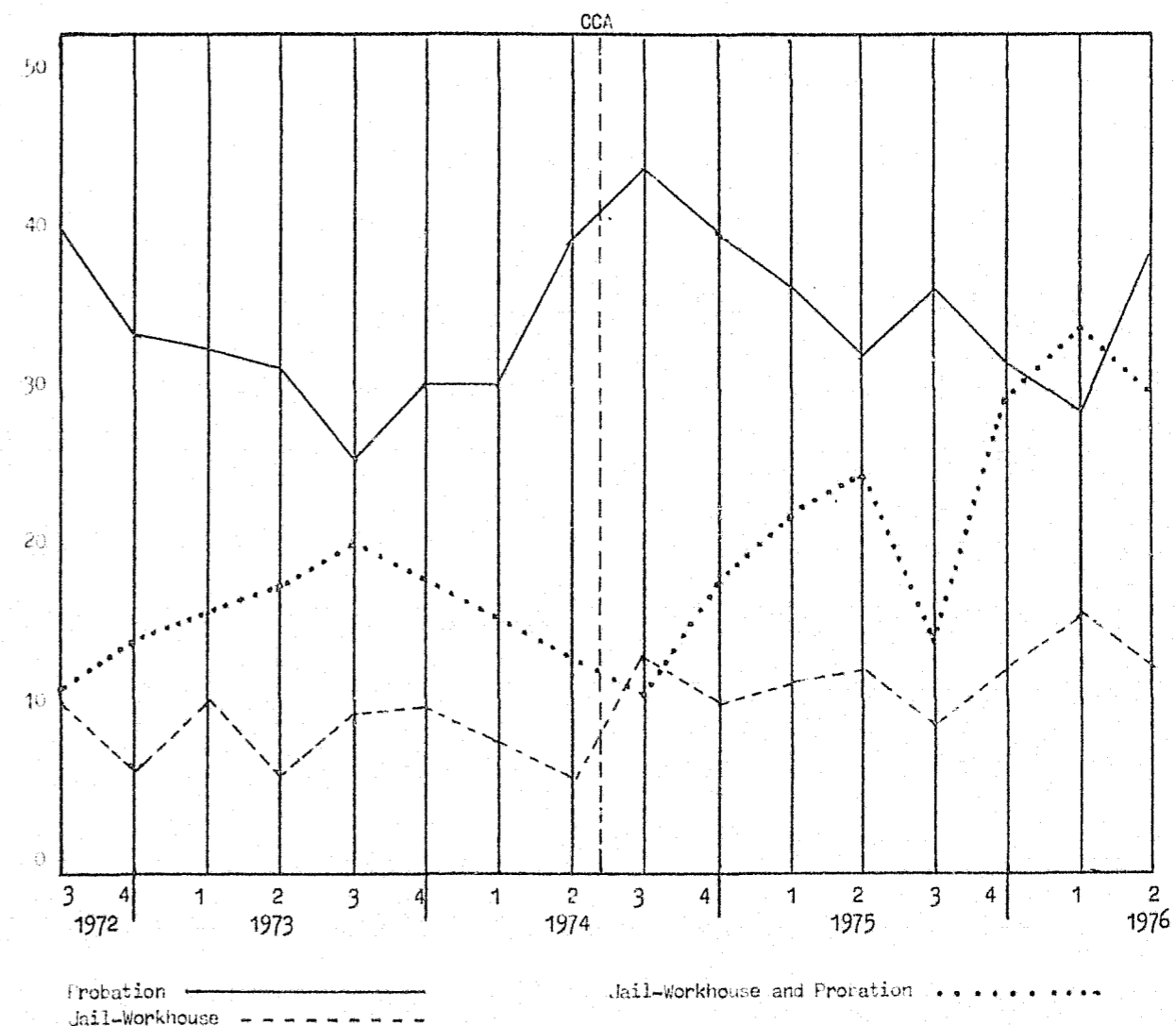


* Unsupervised release was excluded from this graph because of the small proportion of dispositions in this category.

Except for the fourth period of 1973, the use of straight probation in Anoka has been relatively stable over the entire period. The proportion of dispositions involving straight jail sentences is stable but minimal over the entire period. There has been some increase in the use of the split sentence of probation and jail since the CCA was first implemented in 1974. However, the change in the proportion of dispositions in this category does not approach the magnitude of change in probation with jail that occurred in Dodge-Fillmore-Olmsted.

The distribution of the three major community sentencing alternatives for Ramsey County are presented in Graph 11.

Graph 11: Distribution of Community Sentencing Alternatives* as a Percent of District Court Dispositions in Ramsey County from July, 1972 through June, 1976.



* Unsupervised release was excluded from this graph because of the small proportion of dispositions in this category.

An inspection of Graph 11 shows that in the two year period before Ramsey County entered the Community Corrections Act, there was a decline and then an increase in the use of straight probation. The proportion of dispositions in the category of probation with jail-workhouse increased slightly and then declined in the period prior to the CCA. The proportion of dispositions in the category of straight jail-workhouse remained relatively constant before the CCA.

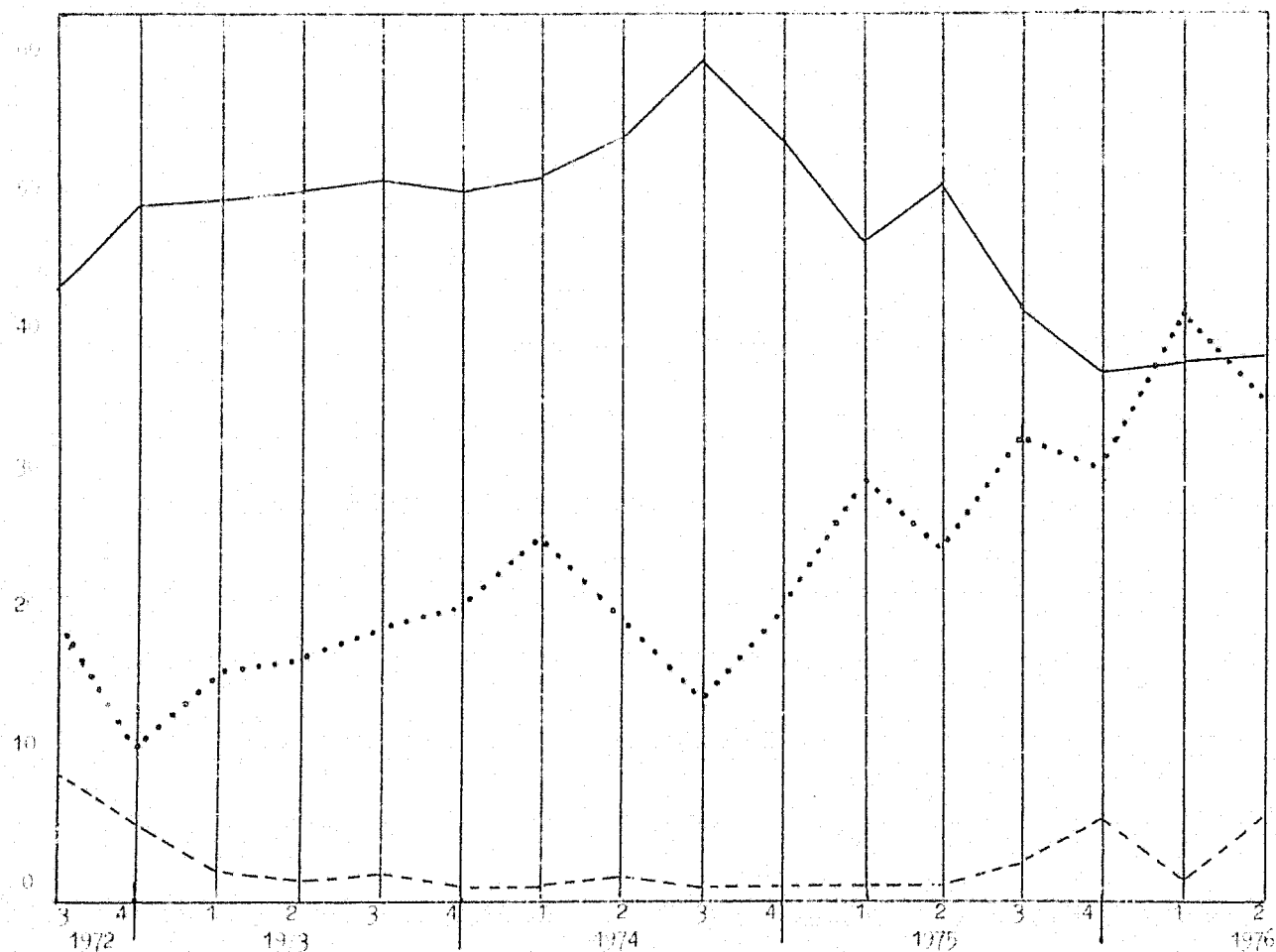
Since beginning participation in the CCA, a slight downward trend developed in the use of straight probation in Ramsey County. The use of straight jail-workhouse sentences again remained stable although at a higher level than in the period prior to the CCA. Since the CCA there

has been an upward trend in the use of the sentencing category, probation with jail-workhouse. Once again, the major impact of increasing the proportion of dispositions involving community sentencing alternatives since the CCA has been in the sentencing category of probation with local incarceration.

As was the case in the other two participating county areas, the CCA has resulted in a larger proportionate use of the jail and workhouse and probation officers. In Ramsey County, most of the increase in sentences involving local incarceration has been felt at the workhouse rather than the jail.

Information on the distribution of community sentencing alternatives in Hennepin, the control county for Ramsey, is presented in Graph 12.

Graph 12: Distribution of Community Sentencing Alternatives * as a Percent of District Court Dispositions in Hennepin County from July, 1972 through June, 1976



Probation ————— Probation and Jail-Workhouse
 Jail-Workhouse - - - - -

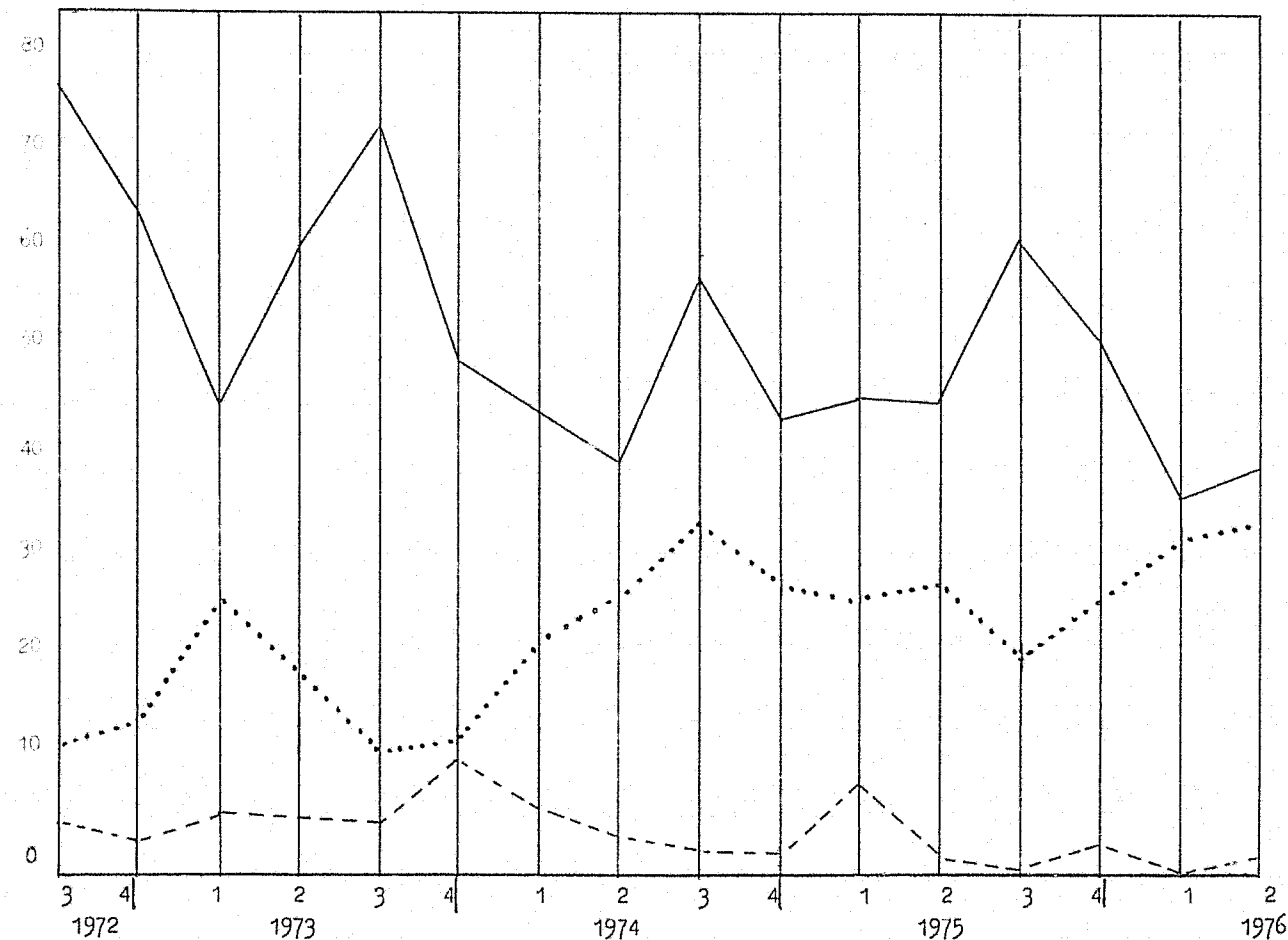
* Un-supervised release was excluded from this graph because of the small proportion of disposition in this category.

Graph 12 shows that in the period prior to the CCA, the proportion of dispositions in the sentencing category of straight probation remained stable in Hennepin County. The use of straight jail-workhouse sentences as a proportion of dispositions was also relatively constant. There was a slight upward trend in the proportion of dispositions in the category of probation with jail-workhouse.

There has been a relatively sharp decline in the use of straight probation since the fourth quarter of 1974 to June of 1976 which is matched in an increase in the proportion of dispositions in the category of probation with local incarceration. The proportionate use of the sentencing category of jail-workhouse remained minimal and constant.

The distribution of community sentencing alternatives in Region 3, an additional control county area, are presented in Graph 13.

Graph 13: Distribution of Community Sentencing Alternatives * as a Percent of District Court Dispositions in Region 3 ** from July, 1972 through June, 1976



Probation ————— Probation and Jail-Workhouse
 Jail-Workhouse - - - - -

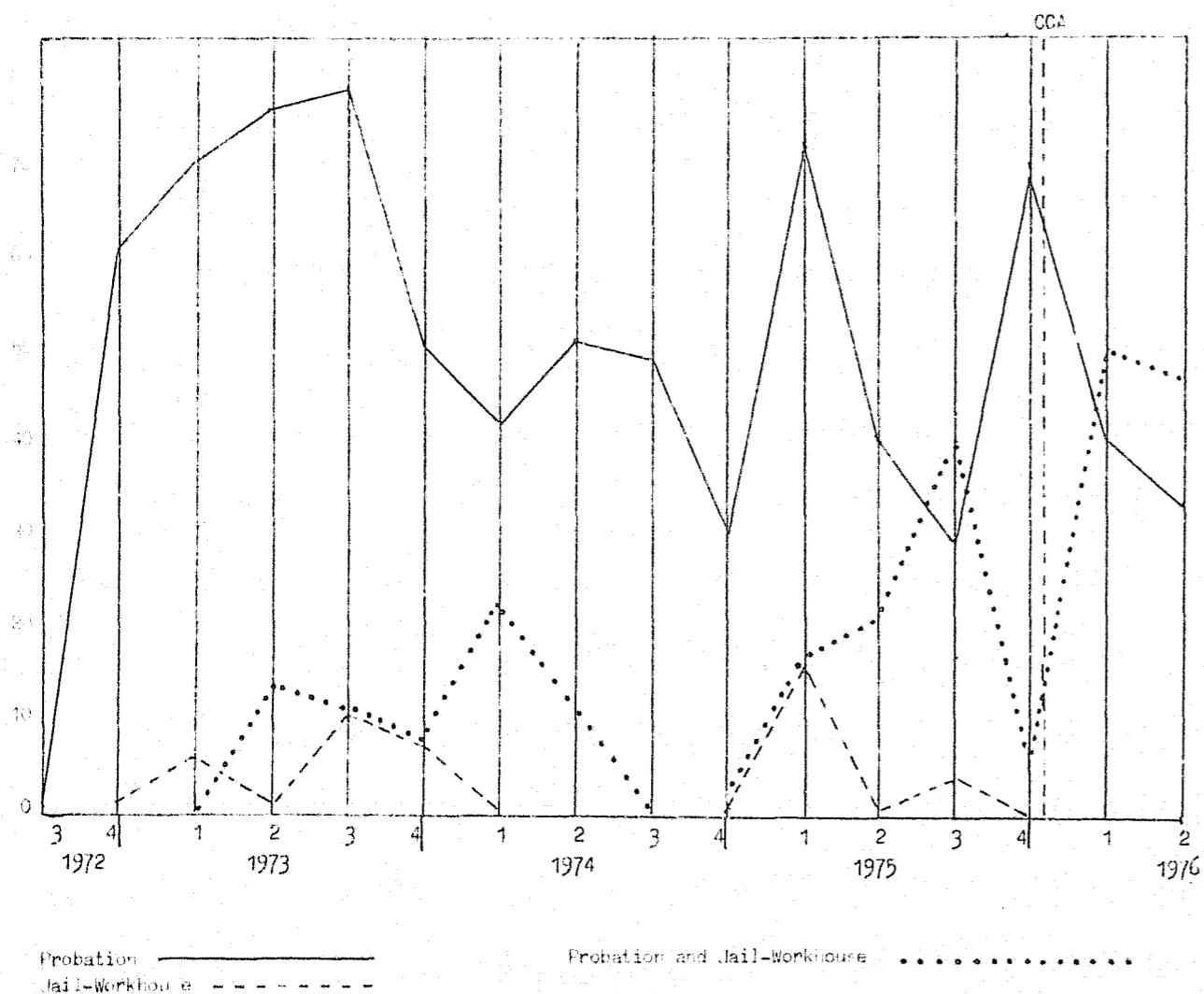
* Un-supervised release was excluded from this graph because of the small proportion of disposition in this category.

** Exclusive of Itasca County.

Over the entire period included by Graph 13, there has been a downward trend in the proportion of dispositions in both the sentencing categories of straight probation and jail-workhouse. In the period before the CCA began to be implemented in the participating county areas, the proportion of dispositions in the category of probation with local incarceration fluctuated upward. In the period since the CCA was implemented, the proportion of dispositions in this sentencing category has remained relatively stable. There is an absence of a generally upward trend in the use of this sentence that was present in the participating county areas of Crow Wing-Morrison, Dodge-Fillmore-Olmsted, and Ramsey.

Norman-Polk-Red Lake Counties began participating in the Community Corrections Act in January 1976. The distribution of community sentencing alternatives for this area are presented in Graph 14.

Graph 14: Distribution of Community Sentencing Alternatives * as a Percent of District Court Dispositions in Norman - Polk - Red Lake Counties from July, 1972 through June, 1976.



* Unsupervised release was excluded from this graph because of the small proportion of disposition in this category.

In the period before Norman-Polk-Red Lake entered the CCA there were wide fluctuations in the proportion of dispositions in the sentencing category straight probation. However, there does not appear to be either an upward or downward trend in the use of this sentencing alternative. The use of straight jail-workhouse sentences was erratic and minimal in this county area prior to participation. Although the proportion of dispositions in the category of probation with local incarceration also fluctuated there was a slight trend towards increasing the use of this sentence.

Since entering the CCA, there have been no dispositions of straight jail-workhouse sentences. The use of the split sentence of probation with local incarceration has increased sharply since participation in the CCA. This increase is nearly matched by a decrease in the proportion of dispositions in the category of straight probation. However, it is still too early to assess the impact of the Community Corrections Act on the distribution of community sentencing alternatives in Norman-Polk-Red Lake.

In this section we have evaluated the impact of the Community Corrections Act on the distribution of community sentencing alternatives by examining those distributions before and after participation and by comparing the participating county area with the control county areas. The following observations can be made from this analysis. The proportion of dispositions in the sentencing category of straight jail-workhouse has remained relatively stable in both the participating and non-participating control counties. At about the same time that the CCA began to be implemented in 1974, the proportion of dispositions in the category of probation with local incarceration increased in both the participating and non-participating county areas. These increases are greater in the county areas participating in the CCA. At the same time the proportion of dispositions in this category were increasing, the proportion of dispositions in the category of straight probation were decreasing. However, the decreases are greater in the control counties than in the participating counties.

Local Incarceration

In the preceding section an analysis of the impact of the Community Corrections Act on community sentencing alternatives was presented. That analysis revealed that the proportion of district court dispositions involving local incarceration was increasing in both participating and non-participating counties but that the increase was greater in counties participating in the CCA. In order to arrive at a better understanding of changes in dispositions involving local incarceration, this section will focus on the sentencing categories of straight jail-workhouse and probation with jail-workhouse.

Chart 1 presents information on the proportion of district court dispositions involving local incarceration in the participating county area of Crow Wing-Morrison.

Chart 1: Percent of District Court Dispositions Involving Local Incarceration in Crow Wing - Morrison Counties from July, 1972 through June, 1976.

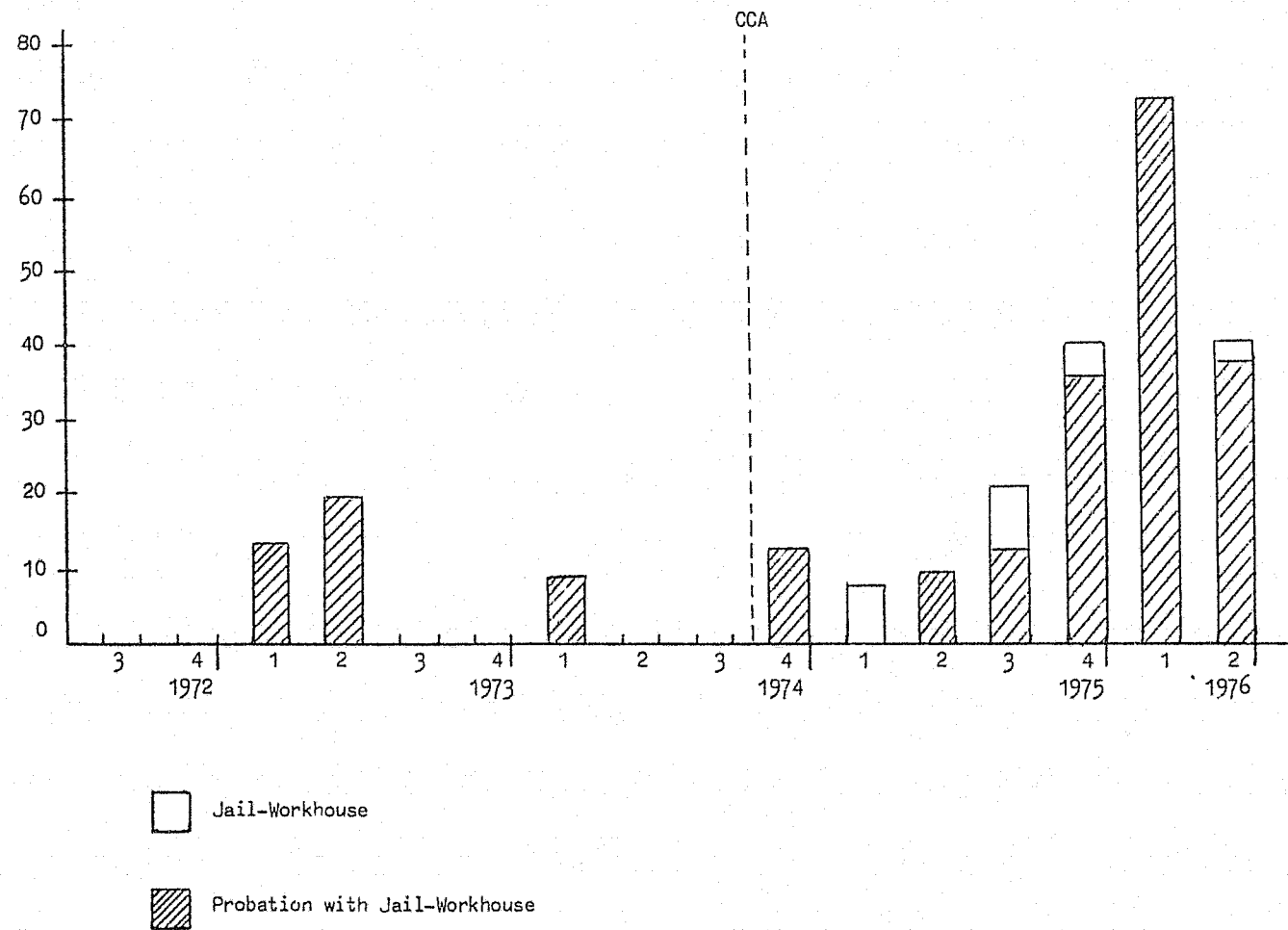
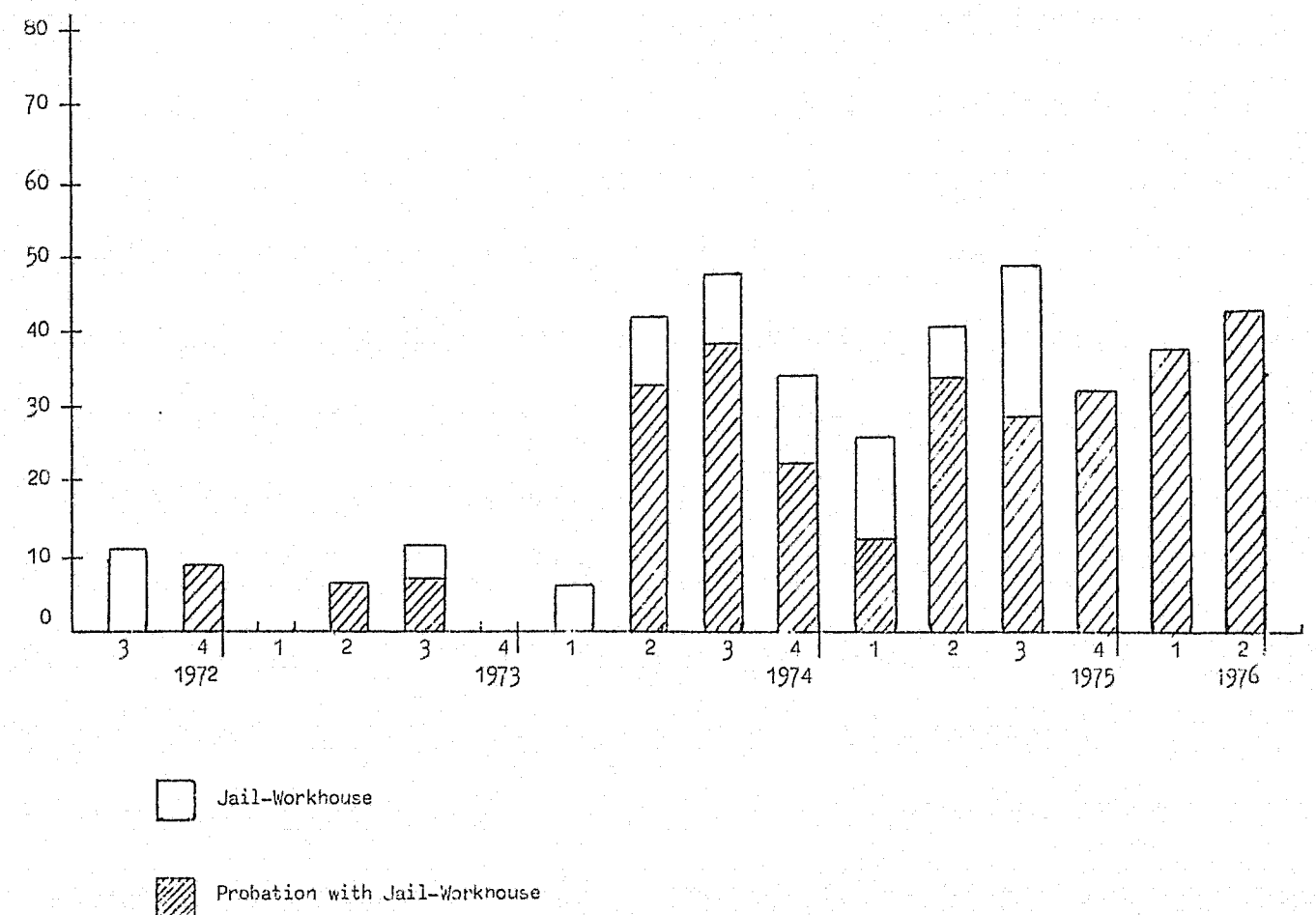


Chart 1 reveals that in the period before Crow Wing-Morrison entered the CCA the use of sentences involving local incarceration was extremely limited. In only three of the nine quarters before the CCA was implemented in this area were dispositions in the category of probation with jail-workhouse used. No dispositions in the category of straight jail occurred in the period prior to the CCA.

In the period after the CCA dispositions involving local incarceration occurred every quarter. By the fourth quarter of 1975 the proportion of dispositions involving local incarceration was beyond thirty-five percent of the total district court dispositions. While there have been some use of the straight jail sentence in Crow Wing-Morrison in the period after the CCA, the remarkable increase in the use of jail facilities is due largely to the increase of dispositions in the sentencing category of probation with jail. In the first quarter of 1976 seventy percent of the district court dispositions in Crow Wing-Morrison fell into this category.

The proportion of dispositions involving local incarceration in the control county area of Itasca-Pine are presented in Chart 2.

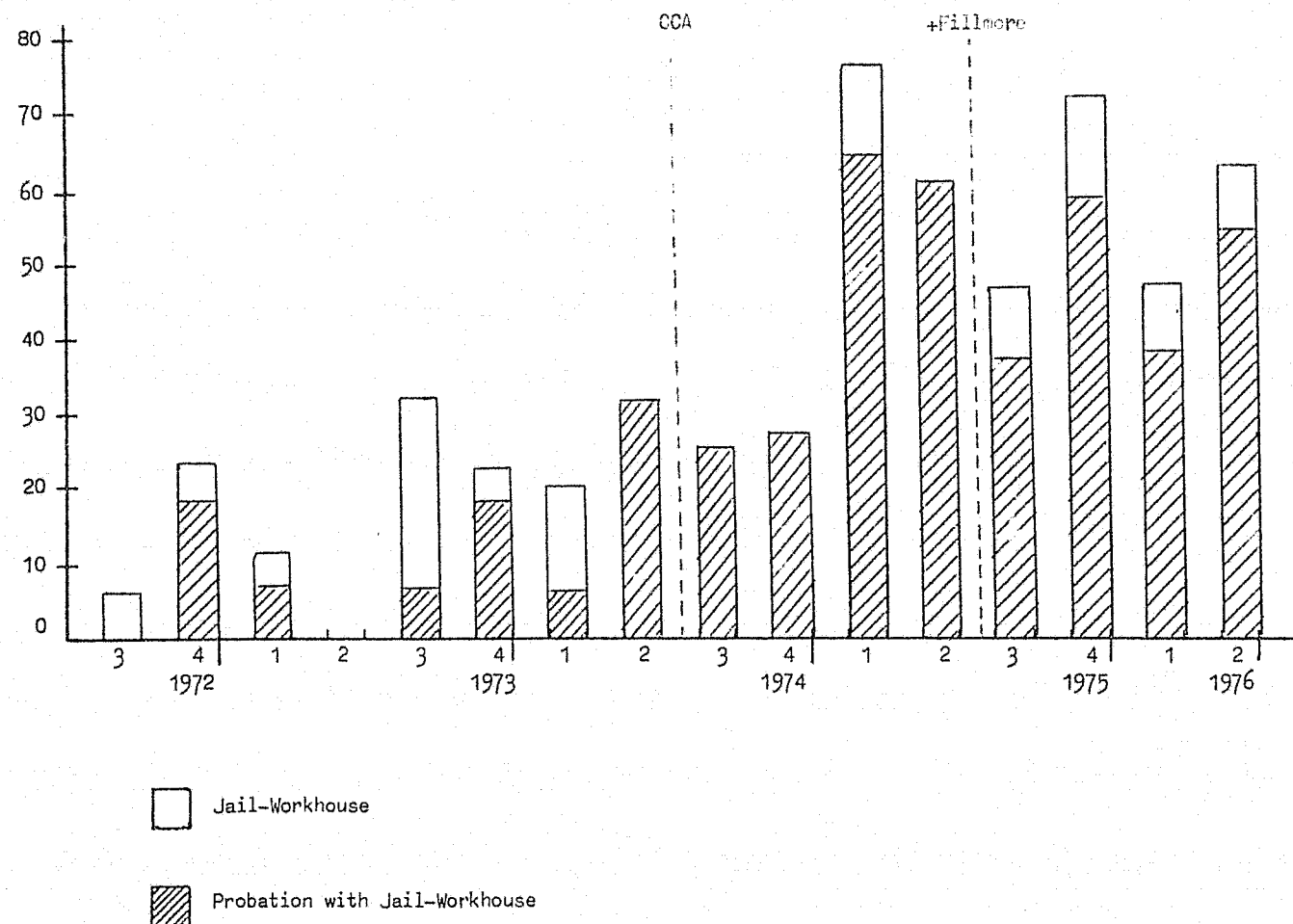
Chart 2: Percent of District Court Dispositions Involving Local Incarceration in Itasca - Pine Counties from July, 1972 through June, 1976.



This analysis shows that until the second quarter of 1974 the proportion of dispositions in the sentencing categories of straight jail and probation with jail was low although not as limited as in Crow Wing-Morrison. Beginning with the second quarter of 1974 the level of the proportion of dispositions involving local incarceration has risen sharply. Once again this is due in large part to an increase in the use of the split sentence of probation with jail. This analysis of dispositions in Itasca-Pine suggests that the increase in the proportion of dispositions involving local incarceration is not limited to just those counties participating in the Community Corrections Act.

In Chart 3 the proportion of dispositions involving local incarceration in Dodge-Fillmore-Olmsted are presented.

Chart 3: Percent of District Court Dispositions Involving Local Incarceration in Dodge - Fillmore - Olmsted Counties from July, 1972 through June, 1976.

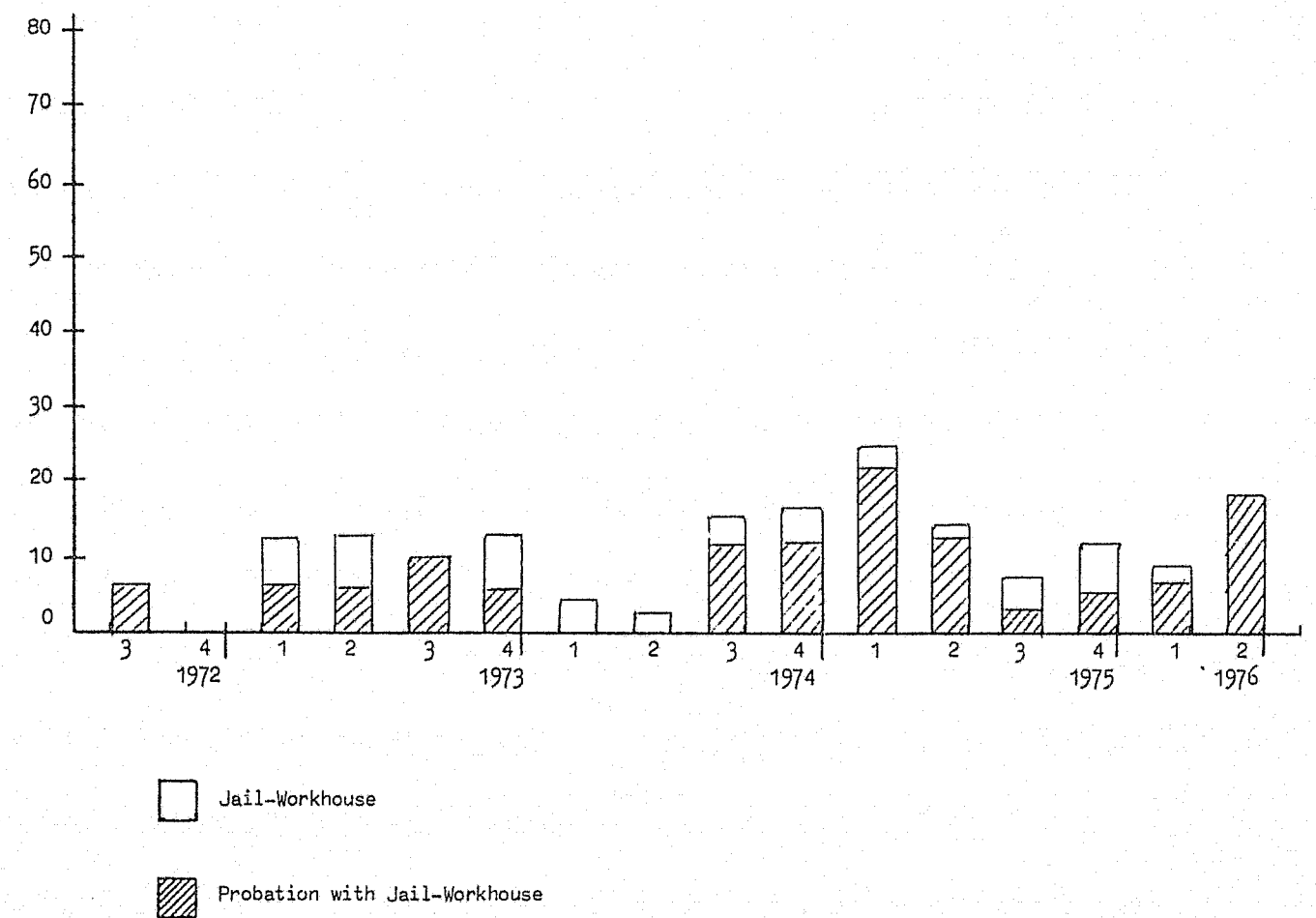


This chart shows that in this participating county area in the period prior to the Community Corrections Act, the proportion of dispositions involving local incarceration was relatively stable and higher than in the previous two county areas discussed. Slightly more dispositions occurred in the category of probation with jail than in the category of straight jail.

However, in the period following the implementation of the Act the proportion of dispositions involving local incarceration has risen sharply due, in large part, to the increased use of probation with jail. In six of the quarters after entering the CCA, the proportion of dispositions involving local incarceration went above forty-five percent of the total dispositions.

The proportion of district court dispositions involving local incarceration in the control county of Anoka are presented in Chart 4.

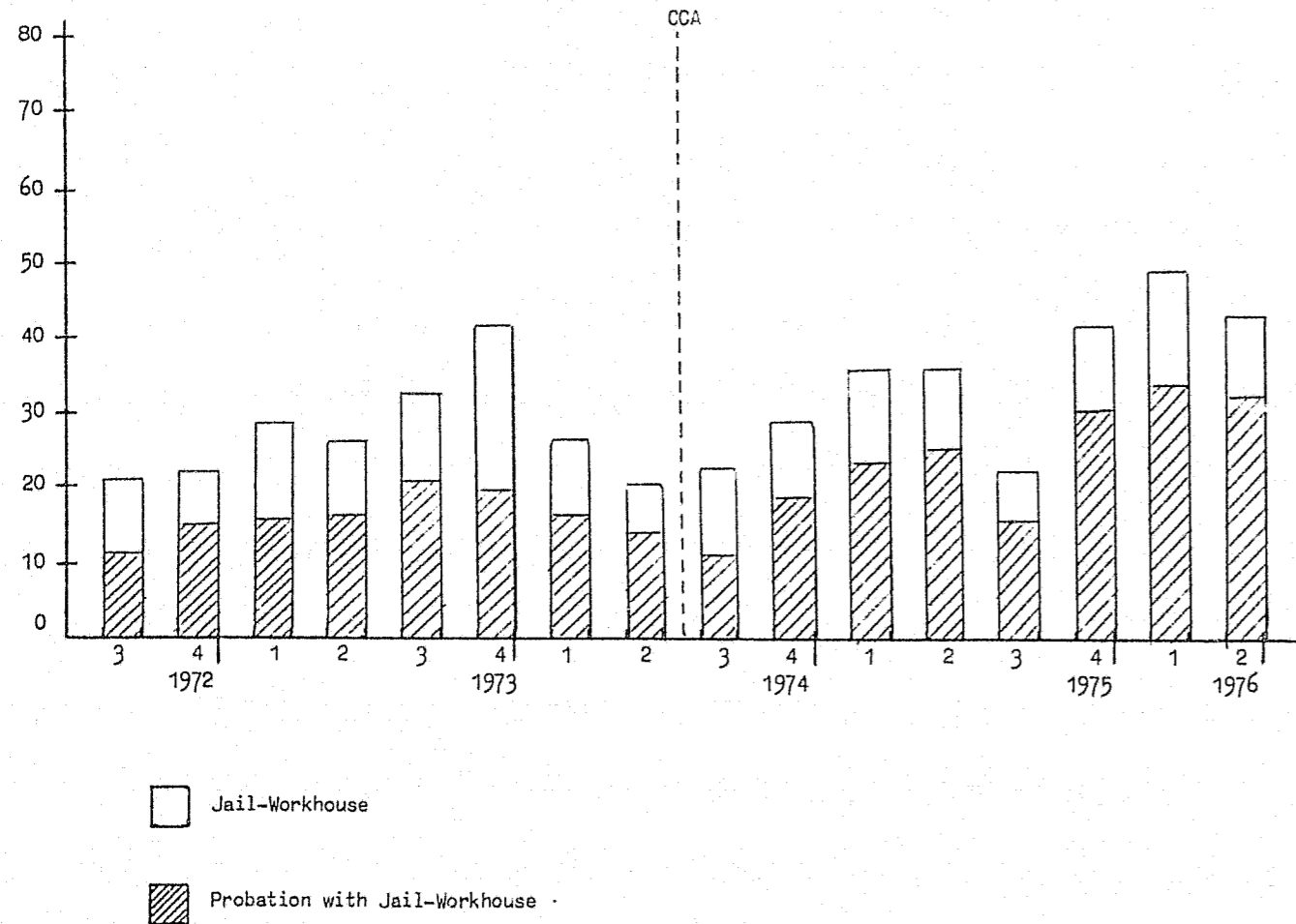
Chart 4: Percent of District Court Dispositions Involving Local Incarceration in Anoka County from July, 1972 through June, 1976.



Information presented in Chart 4 shows that the use of sentences involving local incarceration is limited over the entire period included in the chart. However, beginning with the third quarter of 1974 there has been a small increase in the level of the use of sentences involving local incarceration. This small increase also appears to be the result of a slightly larger proportion of dispositions in the category of probation with jail. However, this increase does not approach the change that occurred in Dodge-Fillmore-Olmsted.

The proportion of dispositions involving local incarceration in Ramsey County are shown in Chart 5.

Chart 5: Percent of District Court Dispositions Involving Local Incarceration in Ramsey County from July, 1972 through June, 1976.

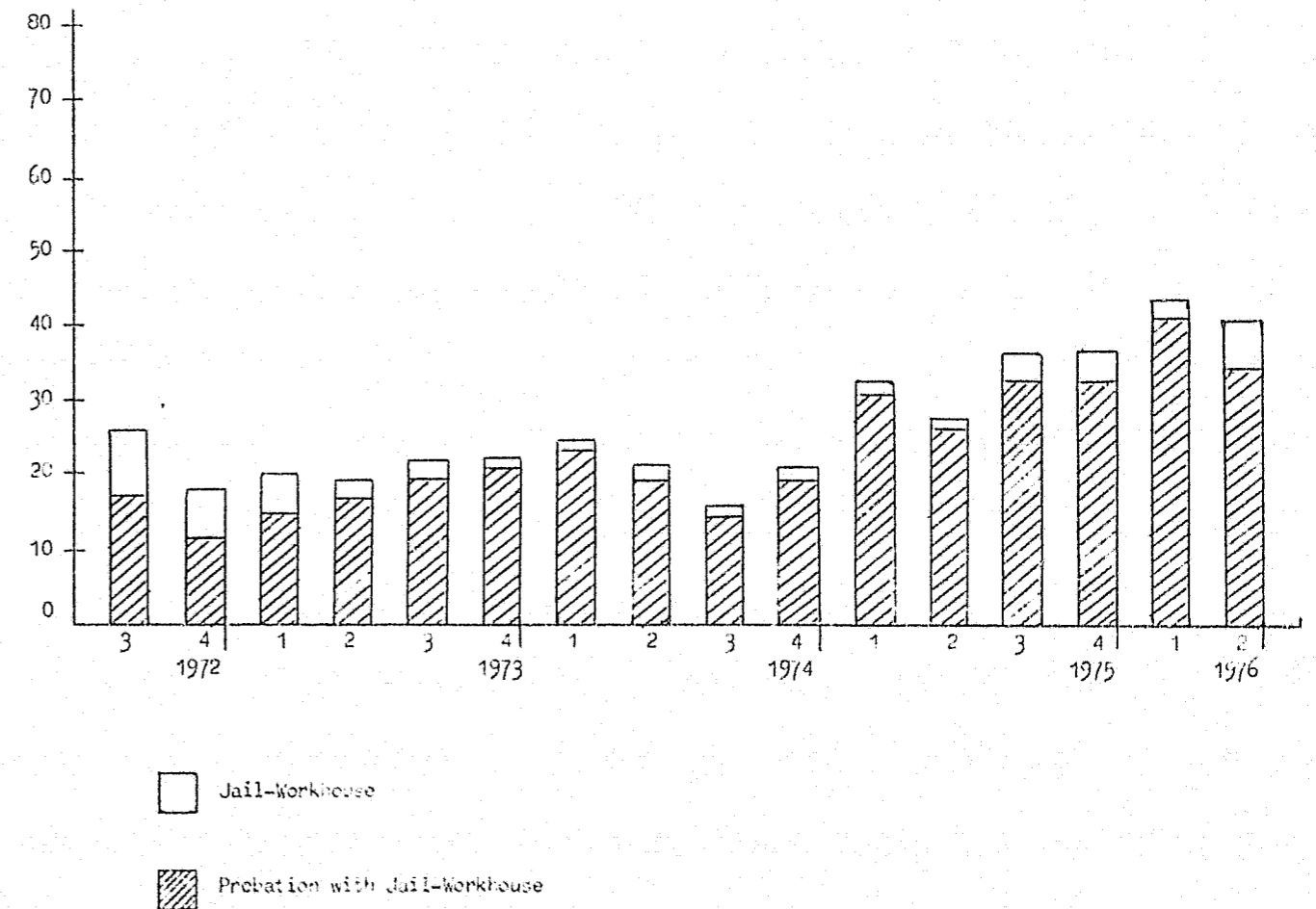


In the period before Ramsey County entered the CCA, the use of sentences involving local incarceration increased until the fourth quarter of 1973, and then began to decline. These dispositions were split relatively evenly between straight jail-workhouse and probation with jail-workhouse.

In the period since Ramsey County entered the Act, the use of local incarceration increased. Except for the third quarter of 1975, there has been a consistent upward trend in the proportion of dispositions involving local incarceration. This change is due in large part to the increased use of the sentence of probation with jail-workhouse.

The proportion of dispositions involving local incarceration in Hennepin, a control county, are presented in Chart 6.

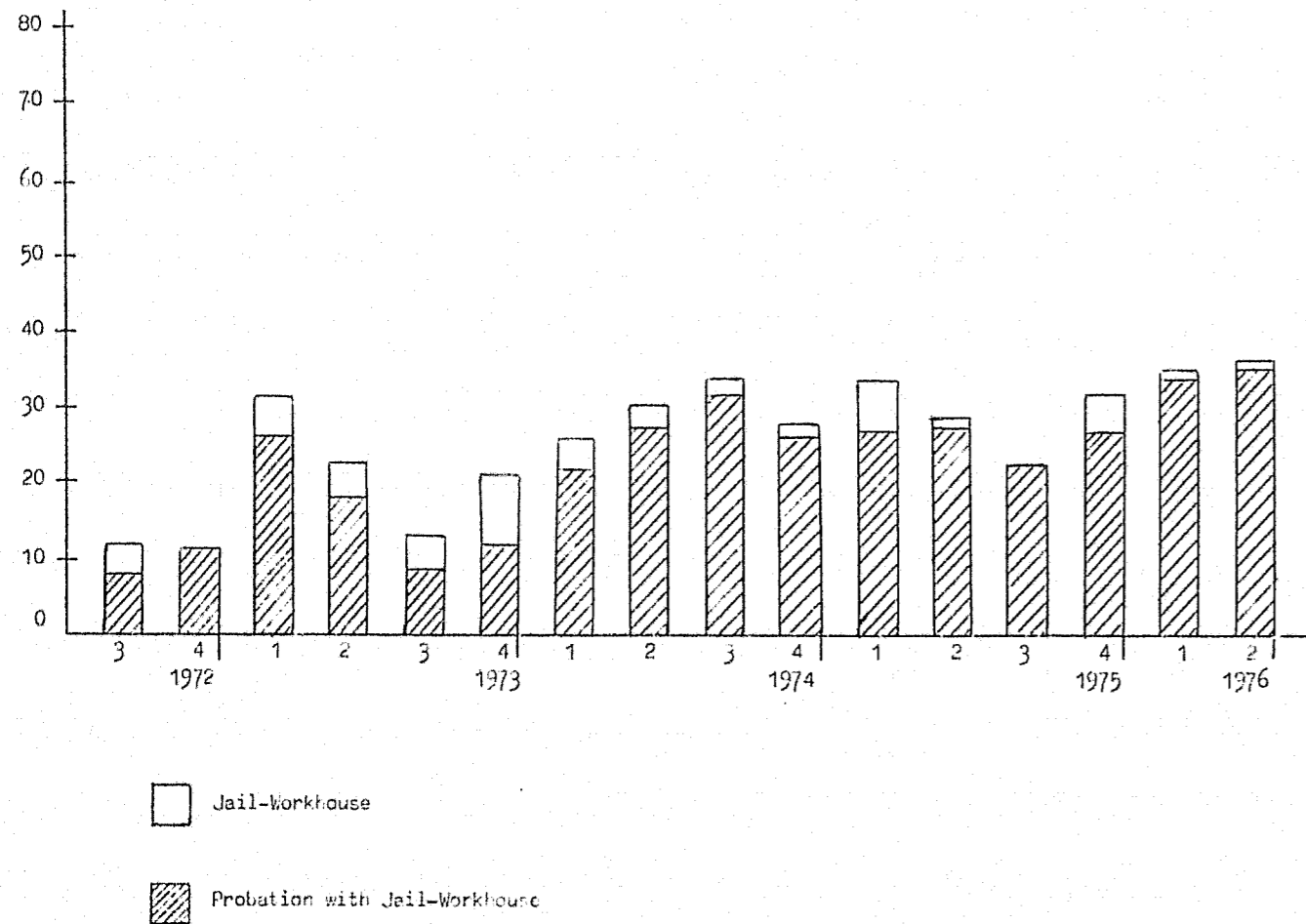
Chart 6: Percent of District Court Dispositions Involving Local Incarceration in Hennepin County from July, 1972 through June, 1976.



This chart reveals that the use of local incarceration was stable until the first quarter of 1975 when a slight upward trend began to develop. However, the level of the proportion of dispositions involving local incarceration is still slightly below the level in Ramsey County.

The proportion of dispositions involving local incarceration in Region 3, considered a control county area in this report, are presented in Chart 7.

Chart 7: Percent of District Court Dispositions Involving Local Incarceration in Region 3* from July, 1972 through June, 1976.

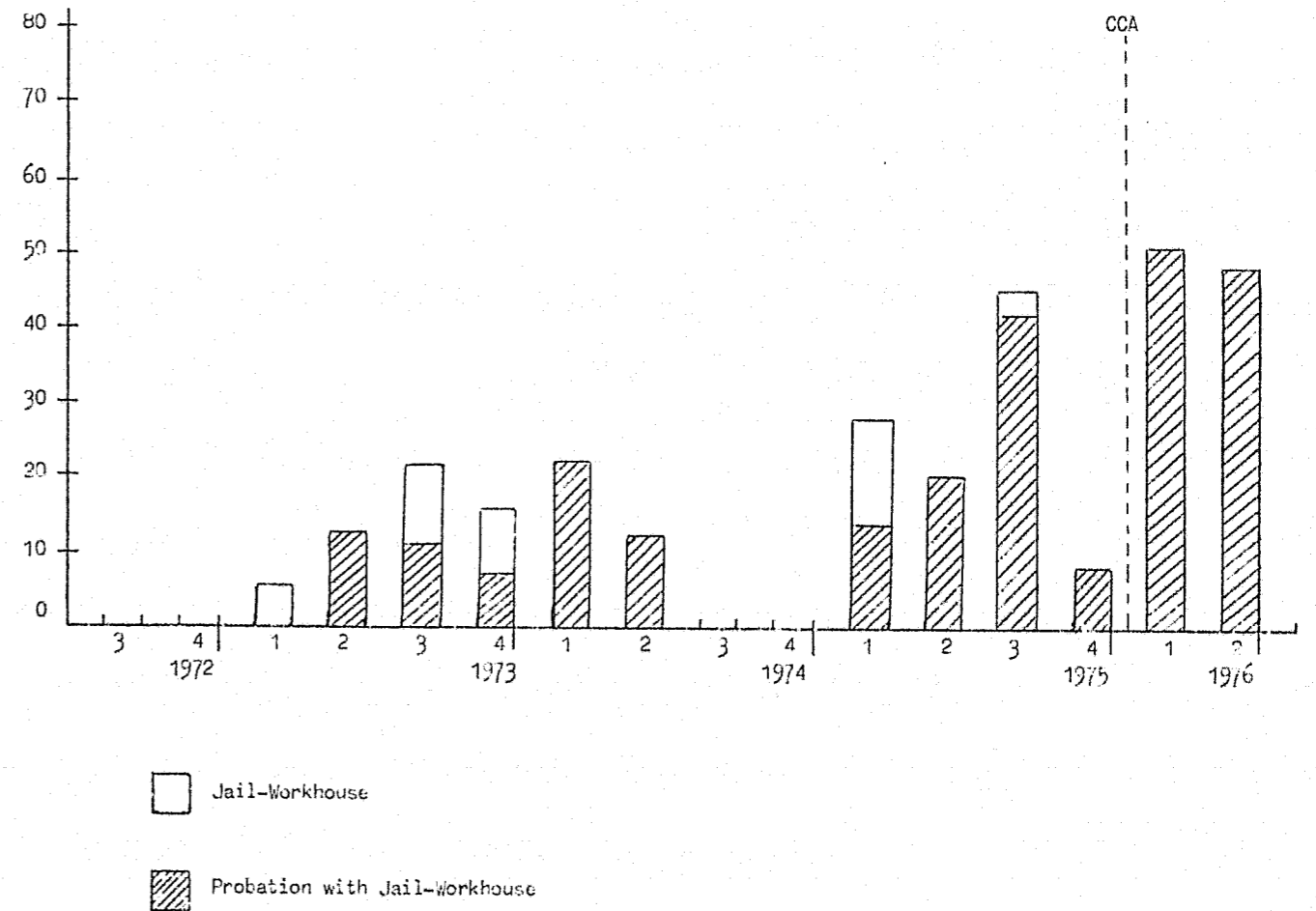


* Exclusive of Itasca County.

Except for the last two quarters of 1972 and the third quarter of 1973, the use of local incarceration has been stable in Region 3.

Chart 8 shows the proportion of dispositions involving local incarceration in Norman-Polk-Red Lake, a county area that began participating in the CCA in January 1976. Before entering the Community Corrections Act the use of local incarceration was limited with the exception of the third quarter of 1975.

Chart 8: Percent of District Court Dispositions Involving Local Incarceration in Norman - Polk - Red Lake Counties.



While it is still too early to assess the impact of the CCA on dispositions involving local incarceration, it is important to recognize that in the two quarters after entering the CCA, the level of the proportion of dispositions involving local incarceration are the highest presented on the chart.

In this section an analysis of the proportion of dispositions involving local incarceration has been presented. This analysis permits the following observations. There appears to be a statewide trend towards increasing the use of local incarceration. This trend is present in all of the participating county areas and in most of the control county areas. When participating county areas are compared to their control county area, the trend is always more pronounced in the participating counties. This trend is a function of the increasing proportion of dispositions in the sentencing category of probation with jail-workhouse. The proportion of offenders receiving straight jail-workhouse sentences has not increased.

Chargeable Adult Offenders Committed to State Institutions

So far in this report we have presented an analysis of the impact of the Community Corrections Act on the use of sentencing alternatives chosen by district court judges in participating county areas. In this section, attention will be focused on the impact of the CCA on the use of state commitment for those adult offenders defined by the CCA as chargeable. This category is made up of adult offenders whose offense carries a statutory maximum of five years or less. Participating counties must pay a per diem charge when any such offender is committed to a state institution from their courts.

TABLE 3: Proportion of Offenders Committed to State For Crimes with a Statutory Maximum of 5 Years or Less

AREA	PRIOR TO CCA	SINCE CCA
Crow Wing-Morrison	1 of every 3.8	1 of every 7.9
Dodge-Fillmore-Olmsted	1 of every 11.9	1 of every 29.6
Ramsey	1 of every 4.0	1 of every 7.6
Norman-Polk-Red Lake*	1 of every 5.7	1 of every 49.0
Anoka	1 of every 3.4	1 of every 4.6
Hennepin	1 of every 5.2	1 of every 7.5
Itasca-Pine	1 of every 5.7	1 of every 5.7
Region 3	1 of every 8.1	1 of every 10.7

*Norman-Polk-Red Lake did not enter the CCA until January 1, 1976.

Table 3 presents the proportion of chargeable offenders to state institutions from July of 1972 through June of 1974 and from July of 1974 through June of 1976. Table 3 shows that among the participating counties, the proportion of chargeable offenders that are committed to state institutions has decreased by half whereas among the control counties the reduction has been much less. We are able, therefore, to once again infer that the CCA has had its intended effect on the commitment of chargeable offenders. This is an important finding in that the CCA, by defining a category of offenders as chargeable, implies that they are a primary target for local correctional alternatives. Most of the offenders in this group are non-violent property offenders.

Among the participating counties, Dodge-Fillmore-Olmsted, the least likely to commit chargeable offenders prior to the CCA, has reduced the proportion committed the greatest since the CCA. This suggests that it is possible to reduce commitments even in counties with a tradition of low state institutionalization and a community corrections orientation when resources are made available to further strengthen local alternatives.

JUVENILE DISPOSITIONS

In assessing the degree to which the Community Corrections Act has affected juvenile court dispositions, we have used a different technique for comparing dispositions before the CCA to dispositions after the CCA. This was necessary for two reasons: First, the sentencing alternatives are much more limited than is the case with adult district court offenders. In most of the counties being considered here, the only two possible alternatives are probation and commitment to a state juvenile institution. In Ramsey and Hennepin Counties, a third alternative, commitment to a county institution is an additional alternative for juvenile offenders. Second, state commitments represent a small proportion of the large volume of juvenile dispositions. The limited alternatives and small proportion of state commitments mean that we could not use graphs similar to those shown above for adults in that such graphs are not sensitive to changes in sentencing patterns at the juvenile court level.

TABLE 4: Proportion of Juveniles Committed to State Institutions

<u>AREA</u>	<u>BEFORE CCA</u>	<u>SINCE CCA</u>
<u>Participating Counties</u>		
Crow Wing-Morrison	1 of every 14.3	1 of every 31.6
Dodge-Fillmore-Olmsted	1 of every 23.2	1 of every 91
Ramsey	1 of every 31.7	1 of every 41.3
<u>Control Counties</u>		
Anoka	1 of every 41.1	1 of every 121
Hennepin	1 of every 22.5	1 of every 27.1
Itasca-Pine	1 of every 3.7	1 of every 11.6

Third quarter 1971 through second quarter 1974.

Third quarter 1974 through second quarter 1976.

In Crow-Wing-Morrison, the period prior to their entering the CCA extend from the third quarter of 1972 through the third period of 1974. They have been in the Act from the fourth quarter of 1974 through the second quarter of 1976.

We have included in Table 4 only the original pilot county areas which began their participation in the Act in 1974 and the three original control counties. We excluded Polk-Norman-Red Lake because they have only recently begun participation and Region 3 was excluded because we do not at this time have a complete data set for this area.

Table 4 reveals the proportion of juvenile offenders committed to a state institution of the total juvenile court dispositions for two years prior to any of the counties entering the CCA and the proportion of juvenile dispositions that were state commitments since the participating counties entered the CCA. While this kind of table does not give us quarter by quarter variation, it is more sensitive to any changes that have occurred than a graph based on the percent of juvenile dispositions resulting in a state commitment would be.

In the two year period before Crow Wing-Morrison entered the CCA, one of every fourteen juvenile court dispositions was a commitment to a state institution. In the period following participation, one of every thirty-eight dispositions was a commitment to a state institution.

In Dodge-Fillmore-Olmsted this proportion changes from one of every twenty-eight prior to participation to one of every ninety-one after participation.

Ramsey County went from committing one of every thirty-two juveniles to one of every forty-eight. These changes are all of considerable magnitude and are consistent with the intention of the Community Corrections Act in that they show greater use of local alternatives and less use of commitment to state institutions.

Table 4 also shows the proportion of juveniles committed to state institutions in the control counties for the same two time periods. If we are to infer that the changes in juvenile dispositions we saw in the participating counties are related to the Community Corrections Act, then we should not see changes of a similar magnitude in the control counties. In Hennepin and Itasca-Pine Counties, there was a slight decrease in the use of state commitments as a sentencing alternative for juveniles. However, this change does not approach the magnitude of the change in the participating counties.

In Anoka, the third control county, the situation is different. In the period since the participating counties entered the Act, Anoka has sharply reduced their proportion of juvenile dispositions that resulted in a state commitment. Insofar as juvenile dispositions are concerned, Anoka County appears to have behaved more like a participating county than a control county. However, such a conclusion is unwarranted due to the special relationship between Anoka County and the Minnesota Metropolitan Training Center (MMTC) a state institution operated by the Minnesota Department of Corrections. Anoka County pays the MMTC for the use of two cottages and the supervisory and programmatic personnel attached to those cottages. This arrangement began in January of 1975 and thus encompasses most of the period that the participating counties have been in the CCA. These cottages are used for juvenile offenders adjudicated in the Anoka County juvenile court.

Although the juvenile offenders are at a state institution, they are considered by the juvenile court to be in a county program and not state commitments. It is quite likely that some of the juvenile offenders from Anoka who have been placed in the program at MMTC would have been formally committed to a state institution had this arrangement not existed.

It is, therefore, not appropriate to consider the shift that occurred in juvenile sentencing patterns in Anoka County has evidence contrary to the inference that the change documented in participating counties may be attributed to the CCA. This is a legitimate inference in that the changes in the proportion of juvenile dispositions that were state commitments in the control county areas of Hennepin and Itasca-Pine are much smaller than the changes that occurred in the three participating areas.

ESTIMATED DIVERSIONS FROM STATE INSTITUTIONS

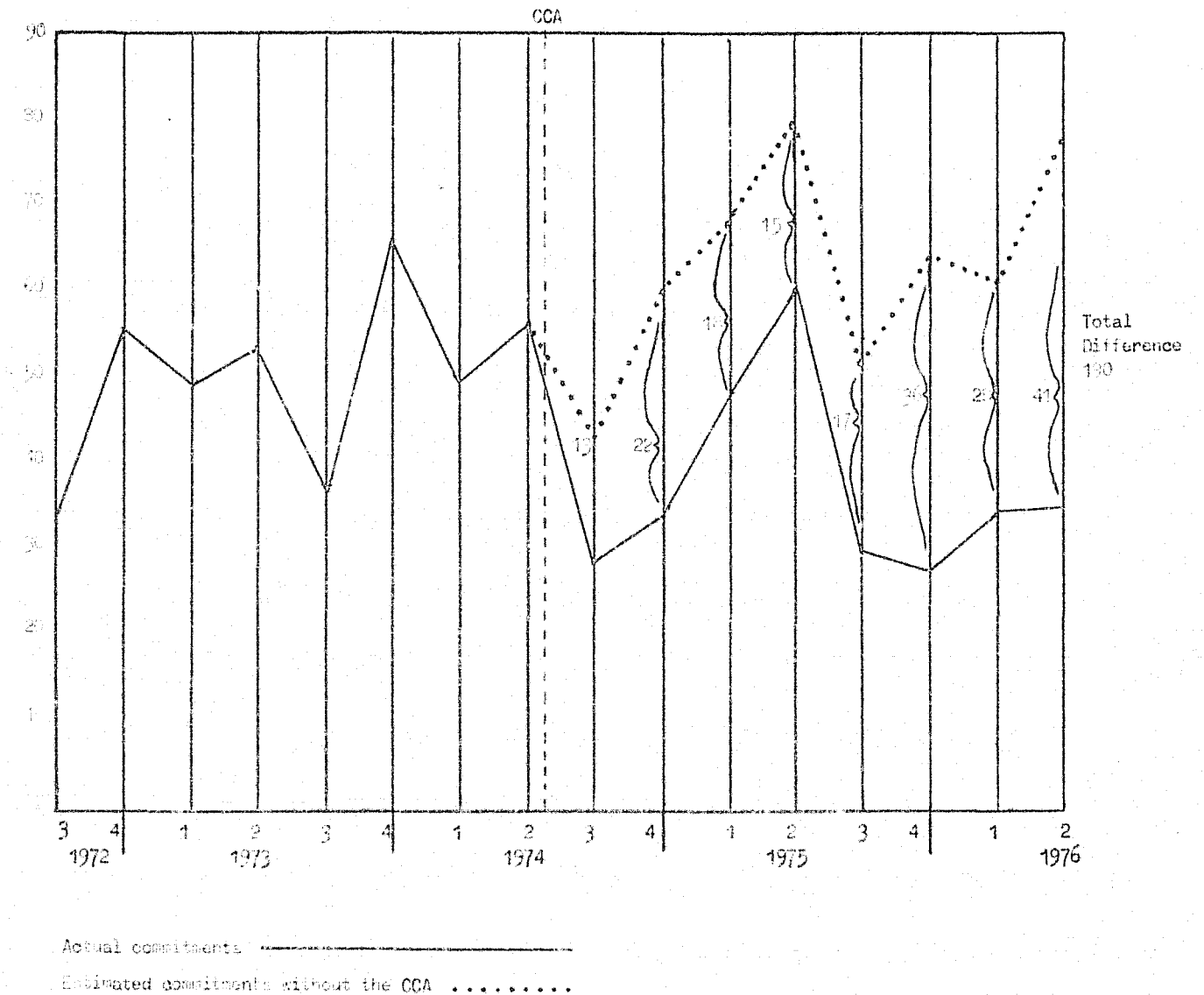
So far, our concern has been establishing whether changes in sentencing patterns occurred in participating counties and whether these changes can be attributed to the CCA. We have demonstrated that changes did occur and have inferred that they are attributable to the CCA.

The Department of Corrections is also concerned with the extent to which the CCA has had on diverting offenders from state institutions. In order to address this concern, we needed to develop a technique for estimating the number of offenders diverted from the population of state institutions.

Estimated Adult Diversions

Graph 15 shows the number of adult offenders we have estimated to have been diverted from state institutions.

GRAPH 15: Volume of State Adult Commitments in Participating Counties (Crow Wing-Morrison, Dodge-Fillmore-Olmsted, Ramsey)

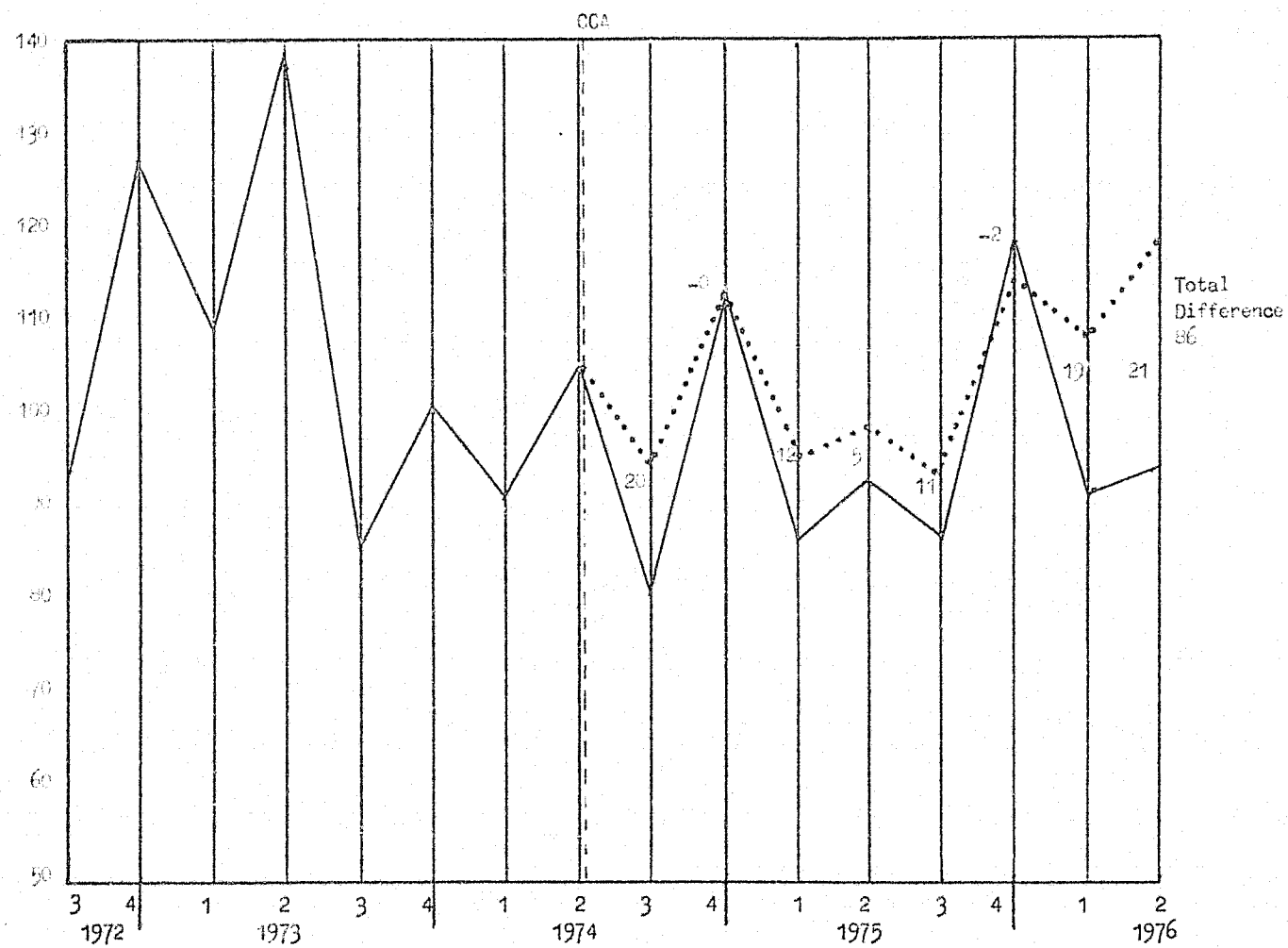


The techniques we used for estimating diversion is based on the assumption that the participating counties would have committed offenders at the same level from July 1974 through June 1976 as they did from July 1972 through June 1974 if there had been no Community Corrections Act. Our method of estimation was as follows. We pooled the data from all three participating county areas and established the percent of district court dispositions that were state commitments in the two year period before the counties entered the CCA. This average was then applied to the total volume of dispositions in each quarter after the counties had begun participation. The dotted line on the graph shows our estimate of the number of offenders committed to state institutions if there had been no Community Corrections Act. The solid line represents the number of persons actually committed from the participating counties. The difference is our estimate of the number diverted each quarter.

We estimate that from the second quarter of 1974 through the second quarter of 1976, 190 adult offenders were diverted from state institutions.

Graph 16 presents an application of the technique used in estimating diversions from state institutions in the participating counties on a pooled data set from the three original control county areas. The purpose of this analysis is to establish the degree to which diversions from state institutions might be a trend not limited to counties participating in the CCA.

GRAPH 16: Volume of State Commitments in Non-Participating Counties
(Pine, Itasca, Hennepin, Anoka)



Actual commitments: _____
 Estimated commitments without the CCA:

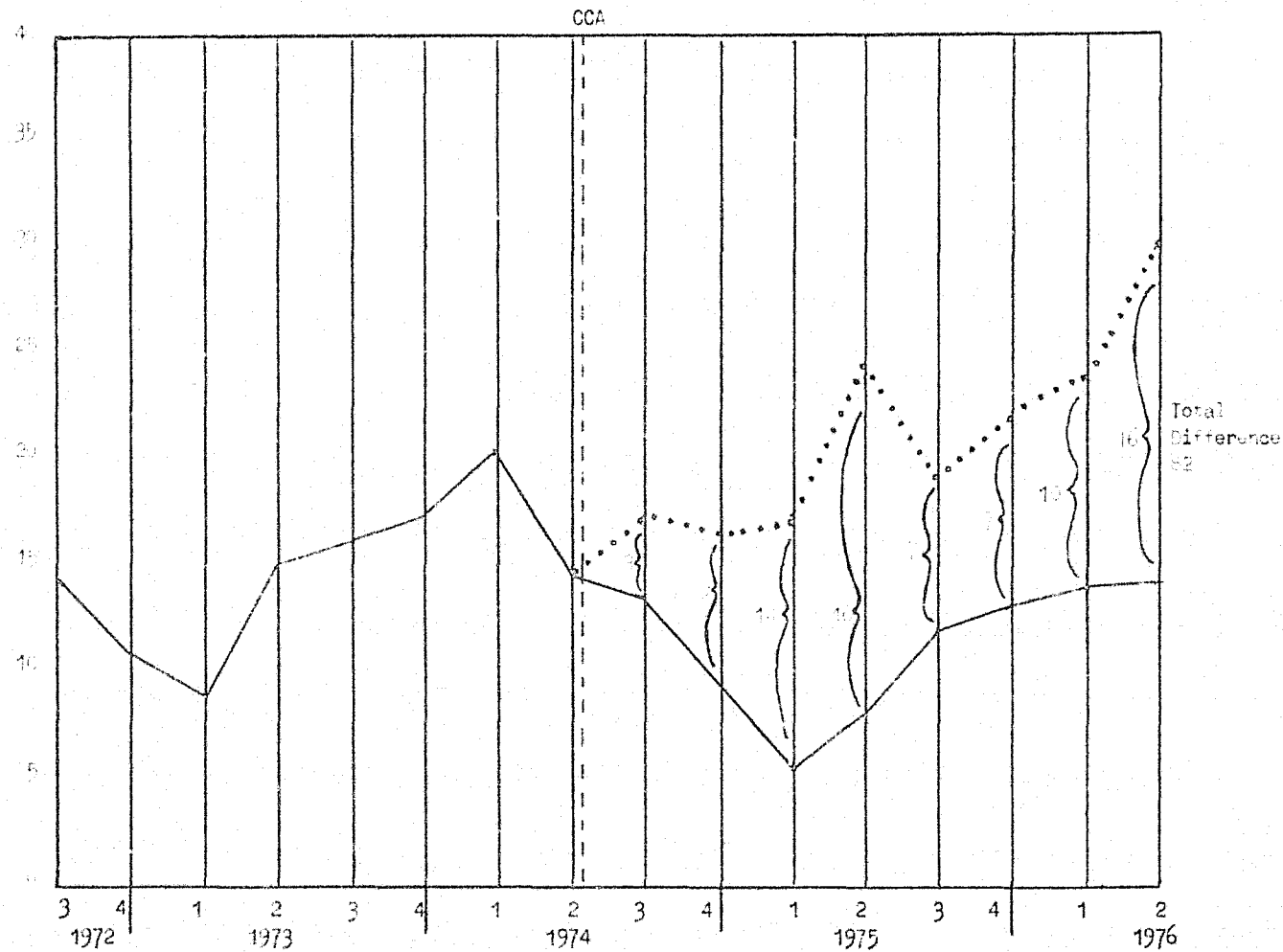
Graph 16 shows that the application of this estimating technique to the control counties produces a number of diversions from state institutions. The presence of this trend in control counties indicates

that not all of the diversions estimated in participating counties can be attributed to the CCA. However, when the number of estimated diversions is taken as a proportion of the number of dispositions (the pool for potential diversions) it is still possible to infer that most of the diversions estimated for the participating counties can be attributed to the CCA. In the period after the CCA was implemented in the participating counties, the estimated diversions represented 12.6% of the dispositions made in this period. However, among the control counties, the proportion of dispositions represented by diversions was only 2.9%. Therefore, estimated diversions as a proportion of dispositions in the period after the CCA was implemented is over four times greater in the participating counties than in the control counties.

Juvenile Diversions

Graph 17 presents an estimation of juveniles diverted from state institutions among the participating counties since the Community Corrections Act was implemented.

GRAPH 17: Volume of State Juvenile Commitments in Participating Counties (Crow Wing-Morrison, Dodge-Fillmore-Olmsted, Ramsey)

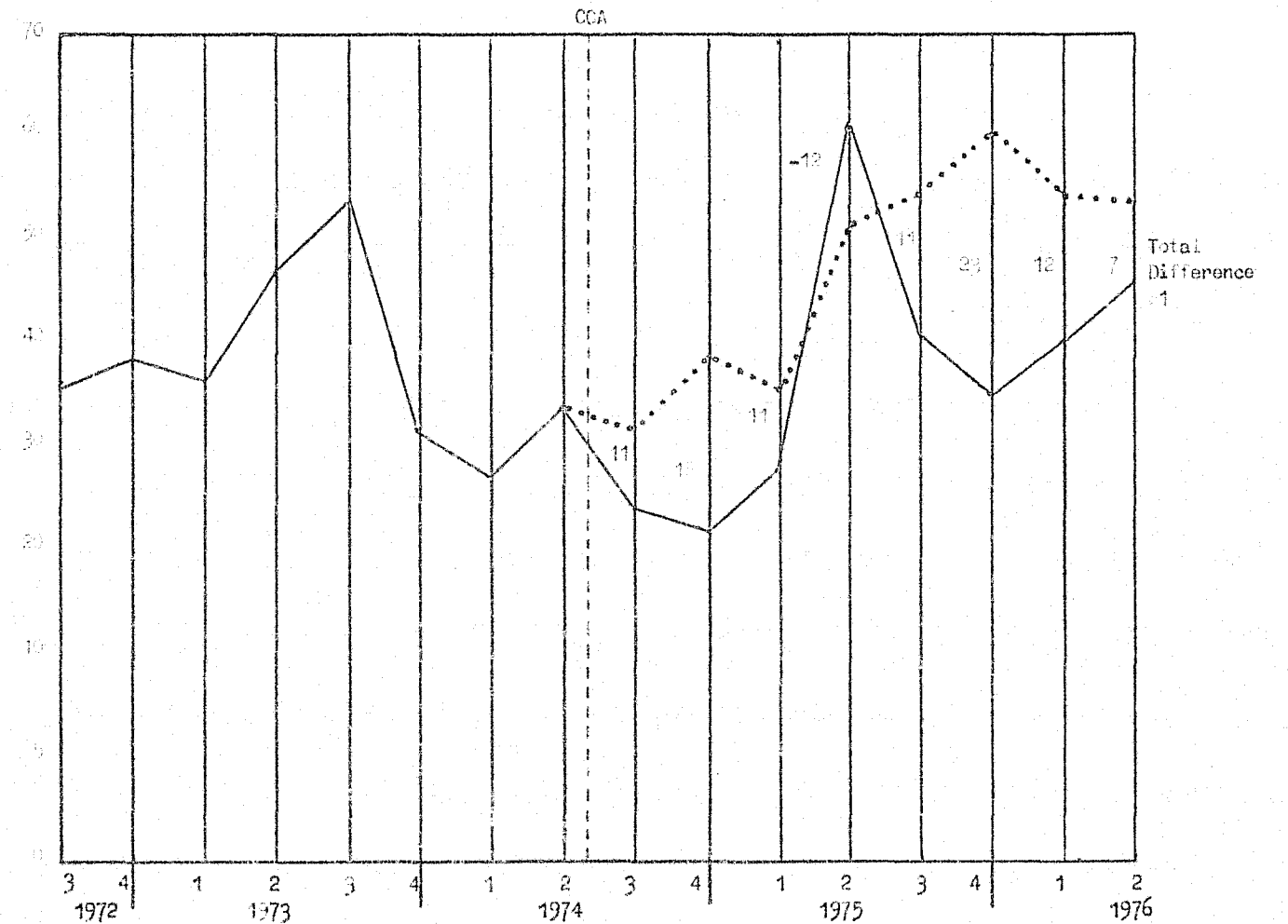


Actual commitments: _____
 Estimated commitments without the CCA:

Applying the same technique for estimating juvenile diversions as was used for adults, 82 juveniles are estimated to have been diverted from state institutions in the participating counties. These estimated diverted juvenile offenders represents 1.9% of the juvenile dispositions made since the CCA was implemented.

Graph 18 shows the number of estimated diversions in the control county area that are obtained by applying the estimating technique explained above.

GRAPH 18: Volume of State Juvenile Commitments in Non-Participating Counties (Pine, Anoka, Itasca, Hennepin)



Actual commitments: _____
 Estimated commitments without the CCA:

This analysis shows that 81 juvenile offenders are estimated to have been diverted in the control county areas. These estimated diversions represent .96% of the juvenile dispositions made in the control counties. The number of estimated diversions as a proportion of total juvenile dispositions is slightly over twice as great in the participating counties as in the control counties. The lack of a greater difference may be due, to a limited degree, to the small number of juvenile commitments from Anoka County because of their arrangement with the Minnesota Metropolitan Training Center.

None-the-less there is a trend toward fewer commitments of juvenile offenders to state institutions in both the participating and non-participating counties that is more pronounced in the participating counties. This trend appears to have begun at about the same time that the CCA was implemented. This means that not all of the juvenile offenders estimated to have been diverted from state institutions in the participating counties can be attributed to the CCA.

There exists no evidence as to what has caused this trend to develop. However, it is appropriate to suggest, as a hypothesis, that the reduction in the number of juvenile offenders committed to state institutions in the non-participating counties is the result of a spillover effect. This hypothesis would suggest that the implementation of the Community Corrections Act has helped create a feeling in non-participating counties that the kind of juvenile offenders formerly committed to state institutions may benefit from local correctional alternatives.

FOOTNOTES

1. Community Corrections Act, Minnesota Chapter 401, Sec. 401.01 (1973).
2. Minnesota Department of Corrections, Community Corrections Act: A Progress Report of 1973-74, (January 1975).
3. Community Corrections Act, Minnesota, Chapter 401, Sec. 401.08 (1973).
4. Ibid., Sec. 401.10.
5. A discussion of the differences between academic or discipline research and policy oriented research can be found in "Problems of Conceptualization and Measurement in Studying Policy Impacts", by James S. Coleman, Kenneth M. Dolbeare, (ed). Public Policy Evaluation, (Sage Publications, Beverly Hills, 1975), pp. 19-40.
6. The initial task of choosing control counties was difficult, in part, because of the lack of reliable and systematic data on county level criminal justice systems.
7. Donald T. Campbell and Julian C. Stanley, Experimental and Quasi-Experimental Designs for Research, (Chicago: Rand McNally College Publishing Company, 1963).
8. PORT is an acronym for Probationed Offenders Rehabilitation and Training. PORT programs are intended as a residential alternative to incarceration for offenders for whom straight probation is not appropriate.
9. Because of the relatively small number of dispositions each quarter in Crow Wing-Morrison, as in other smaller participating and non-participating county areas, a small variation in the number of offenders between community sentencing alternatives and state commitments between quarters may show up as a large variation in the relative proportion of offenders receiving community sentencing alternatives and state commitment.

END